BACKGROUND STUDIES

FOR THE

SOURIS-GLENWOOD DEVELOPMENT PLAN

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SUMMARY

SUMMARY

The past 100 years have been a period of dramatic change for the Souris-Glenwood area. There has been a major transformation of the landscape from virgin prairie to a highly productive agricultural area - to the point where 84 percent of the land is now considered to be improved farmland. The Town of Souris has emerged and developed as an attractive service centre, offering a broad array of goods and services for the surrounding farming population. During the past century, considerable population change has also occurred. The high level of population growth during the homesteading era and the early decades of the 20th Century have been followed by a general decline in population in the R.M. of Glenwood after Word War II. During the past century, the population of the Town of Souris has continued to grow, albeit in a rather erratic fashion.

The residents of the Souris-Glenwood area now face the second century of their existence, and the challenges of the rapidly-approaching Twenty First Century. At this point, it is useful not only to cast a backward glance at the history of the area, but also to peer into the future. Indeed, this is one of the objectives of this report, and will be one of the fundamental objectives of the Souris-Glenwood Development Plan. One thing is clearly apparent - the economic well-being of the area will continue to be dependent upon the agricultural sector. Although the 1980's have been a difficult period for the agricultural sector, with high interest rates, low commodity prices, and adverse weather conditions, one can only hope that the coming decades will provide more stable and favourable conditions. Barring any natural or cultural disasters, it is expected that the population decline in the rural municipality will stabilize in the next decade or so, and the Town of Souris will continue to experience the modest growth which has characterized its past.

1. THE RURAL AREA

One of the major issues confronting the agricultural sector is the declining quality of farmland. At the present time, the farming sector finds itself in a tight cost/price squeeze which is not conducive to good soil management and conservation practices. There is an apparent need for the development of comprehensive soil conservation programs, and a need for senior government to take a stronger leadership role in the development and implementation of such programs.

In some areas, particularly in the vicinity of larger cities, substantial amounts of farmland are being lost as a result of urban-related development (urban sprawl). An examination of recent trends indicates that this has not been a particularly serious problem for the Souris-Glenwood Planning District. It is recommended that the Souris-Glenwood Development Plan should contain a few basic provisions that would conserve as much agricultural land as possible. Furthermore, it is considered appropriate to accommodate some other types of development in the rural area, particularly in the vicinity of Souris. The planning program also needs to recognize the need for these developments, and to accommodate them in a fashion which will minimize the loss of farmland. Development should be encouraged to locate in areas which are considered to be relatively unproductive (lower quality soils) or else in areas which due to physical characteristics, are difficult to fully utilize for agricultural purposes (for example where a small area of land is isolated by roads, railways, waterways or other physical features from larger agricultural areas).

There are several other issues which need to be considered in the rural areas:

(a) In recent years, there has been a trend towards large scale cattle operations within concentrated areas (feedlots) which tend to create concentrated problems in terms of odours, and impact on water resources. There is a particular need for some attention to be paid to this issue, particularly in the immediate vicinity of the Town of Souris.

(b) Areas of non-renewable resources, such as aggregate deposits, should be preserved for future use.

(c) The Souris River Valley is a scenic corridor through the region which is in a semi-natural state and provides a significant resource in terms of recreational potential and wildlife habitat. The preservation of this resource should also be considered in the Development Plan.

2. THE URBAN AREA

This study indicates that the Town of Souris may anticipate a modest rate of population growth in the coming years. One of the major challenges of the Town of Souris will be to provide services to accommodate this growth without incurring excessive capital debt. At this point in time, the development of wells north-west of town is being considered as an alternate source for the Town's water supply. This would be a very expensive undertaking, and would significantly increase the town's level of capital debt. If such a project is undertaken, it would significantly limit the Town's ability to undertake any other major projects in the near future.

As indicated in PART IV, if current rates of construction prevail, there will be a maximum demand for 55 new homes in Souris over the next 10 years and 135 new homes over the next 25 years. If past trends continue, approximately 30 percent of these homes will occur as replacements for older housing. This points to a need for a maximum of 40 serviced vacant lots to accommodate additional development anticipated before the turn of the Century. This demand might be modified, however, by the anticipated vacancies resulting from senior citizens moving out of their present homes. Although there are several vacant lots located at various locations in Souris, there is no adequate long-term supply of fully serviced lots. There is potential for long-term expansion into 3 areas:

(a) South-west of Plum Creek - Due to the proximity of the creek, Victoria Park and the downtown area, this is an attractive area for development. However, it is quite remote from the school, which may be a concern for families with young children. The development of this areas would entail major expenditures in terms of a new bridge across Plum Creek, along with the provision of conventional sewer and water services. The engineering consultant has recommended that this area is the most suitable for future residential development.

(b) North-west of the Canadian Pacific Railway - This area is not as attractive for residential development due to the presence of the railway, as well as several industries located in the area. However, it is reasonably close to the school complex, and the servicing costs do not appear to be as high as for the area south-west of Plum Creek.

(c) South-east of Souris River - This area is also considered to be a reasonably attractive area for residential development, due to the presence of the river, and the abundance of recently constructed homes in the area. In addition, the provision of services in this area does not appear to present any unusual difficulties or costs. The difficulties in developing this area are primarily due to the availability of land, as most of the land in this area is privately owned or is used for other purposes, such as the agricultural society grounds. Much of this area is underlain by a significant aggregate deposit, which should be preserved for future use. Low-lying portions of this area are also subject to flooding by the Souris River.

One of the major objectives of the Development Plan will be to provide further study of these alternatives, and to designate an area for long-term residential development. It is also noted that the Town of Souris owns a majority of the land in the areas described in (a) and (b), and is thus in a good position to determine the timing of development in these areas.

Although there is not a strong demand for additional commercial and industrial land in Souris, appropriate areas should be designated for future commercial and industrial use. The various institutional complexes in the community (school, hospital, etc.) are in good condition and are expected to be adequate for the next 10 to 20 years. In addition, most of the Town's recreational facilities are in good condition. However, some consideration should be given to replacing the arena at some point in the future, and the most appropriate location for any new arena complex. There is also a need for a long-range infrastructure plan for the upgrading and extension of various components of the urban infrastructure (roads, watermains and sewer lines), as well as a fiscal program to provide for the costs of this infrastructure.

PART I

INTRODUCTION

PART I

INTRODUCTION

1. BACKGROUND

Planning has become an important responsibility of municipal government during the past 30 years. The tradition of "town planning" did not emerge in most Manitoba communities until the early 1960's. "Town planning", as its name implies, was primarily concerned with the development of towns and cities. Town councils became increasingly interested in the layout of new subdivisions and in providing municipal zoning to influence the location of new development. Such matters were of great importance to councils for several reasons. Firstly, new development required the provision of roads and waterworks, as well as other services such as schools, police and fire protection - which have significant fiscal implications for municipal government. Secondly, it has become widely apparent that planning has an important influence on the quality of life in a community. Indeed, if new development is not properly planned, it can even create problems for some citizens of the community. During the 1960's and 1970's, planning became popular as a means of enabling town councils to accommodate the surge of development during this period.

Like many other fields of endeavour, planning has experienced considerable change during the past several decades, largely as a response to increased public concern about the quality of life, the quality of the environment, and the condition of natural resources. While traditional zoning remains an important aspect of planning, the overall scope of planning has been increased to include a broader array of urban and rural concerns, such as environmental quality and resource conservation.

In the mid-1960's, the Town of Souris and the R.M. of Glenwood adopted a planning scheme which essentially consisted of zoning regulations to guide the growth and development of the community. A planning advisory committee was also established to assist Council in other matters relative to new development. The planning scheme is now over 20 years old, and is somewhat out-of-date in terms of current planning ideas and practice.

In 1985, the Councils of the Town of Souris and the Rural Municipality of Glenwood applied to the Minister of Municipal Affairs to form the Souris-Glenwood Planning District. The District is a local planning organization in the form of the district planning board with 2 representatives from each Council. The Province of Manitoba encourages the use of local planning districts, by means of fiscal incentives and by providing professional planning assistance without charge, from The Municipal Planning Branch.

One of the principal objectives of the district planning board is the preparation of a long-term planning program for the Souris-Glenwood Planning District. The new planning program will provide an opportunity for the local councils and the general public to take a broad overview of the community, and to consider some long-range planning objectives for the future - the 21st Century. The previous planning scheme will be replaced by new zoning by-laws, which will contain more current zoning regulations, and which will be more appropriate for future circumstances. Indeed, as times change, situations change. It is very important for municipal governments to periodically review and update various by-laws; to stay in tune with the needs of today and to anticipate the needs of tomorrow.

The Town of Souris is located at the centre of the Rural Municipality of Glenwood, and throughout its history has been a natural focus for cultural and administrative activities affecting the rural residents. The two municipal corporations have a number of mutual interests and concerns, and a history of cooperation on a number of projects and programs. The formation of the Souris-Glenwood Planning District and the adoption of a joint planning program will perpetuate this tradition.

2. OVERVIEW OF THE PLANNING PROGRAM

The first phase of the planning program consists of the preparation of the Background Studies. The purpose of the Background Studies is to establish an information base and to provide an analysis of the existing pattern of development in the community. This information will be used as a basis for the formation of long-range development policies in the form of a Development Plan. Some understanding of the existing community structure, population trends, and economic trends is essential before any attempt can be made to shape the course of future development. In analyzing the existing community structure, population trends and economic trends, this document will have obvious educational benefit for the citizens and councils of the community, and will assist them in making intelligent and meaningful decisions concerning future development. In addition to providing an information base, the Background Studies will highlight the various planning and development issues which will require further examination and discussion by the planning board, councils, residents of the community, and provincial authorities.

The second phase consists of the preparation and adoption of a Development Plan which will identify the planning district's long-term development program. The Development Plan will enable the planning board and the councils to influence the long-range development of the community, and will contain a series of objectives and policies concerning:

(a) the provision of a desirable physical, social and economic environment,

(b) the orderly growth and development of the community,

(c) the rational and efficient use of land,

(d) the conservation of natural resources, and the enhancement of environmental quality,

(e) optimizing the use and investment in municipal services and infrastructure, and

(f) providing for the health, safety and general welfare of the citizens of the community.

The third phase consists of the preparation and adoption of a Zoning By-law. The Zoning By-law is a regulatory instrument which enables council to control the use of land and the location of buildings. It forms the basis for managing day-to-day development decisions in a manner which is compatible with the long-range objectives and policies of the Development Plan.

One of the fundamental aspects of a planning program is public participation. The planning program influences the environment of the community and thus affects the lives of its residents. Public participation in the formation and adoption of the Development Plan and Zoning By-law will therefore be encouraged.

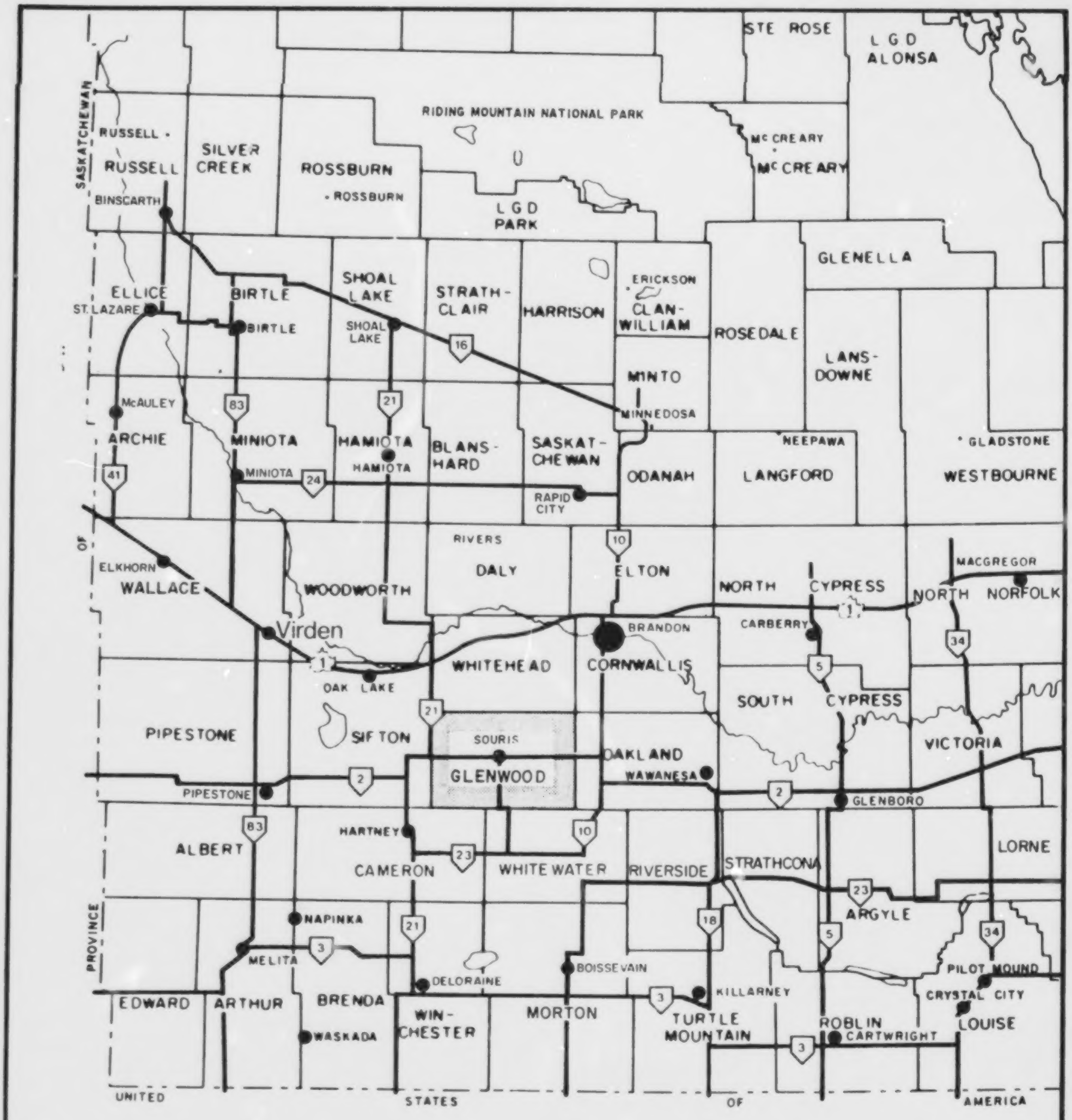
3. LOCATION AND REGIONAL SETTING

The Souris-Glenwood Planning District is composed of the Town of Souris and the Rural Municipality of Glenwood, and contains 6 townships (216 sections) of land. This planning district is situated in a fertile agricultural area in south-western Manitoba, as shown on MAP 1, approximately 130 miles west of Winnipeg, and 10 miles south-west of Brandon. The Souris River, a major waterway and historic trading route, flows easterly through the planning district. The upland area of the Brandon Hills is located at the north-eastern extremity of the planning district. Provincial Trunk Highway No. 2, the "Red Coat Trail", linking Winnipeg to southern Saskatchewan, passes through the middle of the planning district and through the Town of Souris. P.T.H. No. 22 provides a major linkage to the south and P.R. No. 250 provides a major linkage to the north and to the Trans Canada Highway.

4. PHYSIOGRAPHY

Most of the Souris-Glenwood Planning District is located within a physiographic area known as the Souris Basin. The bedrock which underlies the planning district consists of the shales of the Riding Mountain formation, which date back to the Cretaceous period of geolic time. The movement of glaciers during the Pleistocene period resulted in significant transformations of the landscape. During the deglaciation period, approximately 12,000 years ago, a large lake (Lake Souris) covered much of the Planning District. This resulted in the deposition of various lacustrine (lake bed) sediments and the formation of a generally flat lacustrine plain. In addition to modifying the land surface, the glacial material deposited by the glacial movements also determined the characteristics of the overlying topsoil which has formed during the past centuries.

The major drainage channel in the planning district is the Souris River, which flows easterly through the southern portion of the area. This river originates in southern Saskatchewan, loops through the U.S. state of North Dakota, and then flows in a north-easterly direction, emptying into the Assiniboine River at Treesbank. The Souris River occupies a deep valley, with changes in elevation varying from 25 to 150 feet from the surrounding plain. There are a number of tributary drainage systems, with the two major tributaries being Plum Creek and Elgin Creek. The topographic variation along these tributary drainage systems does not vary significantly from the surrounding plain, except in the general vicinity of the Souris townsite, where these tributaries empty into the Souris River.


STE ROSE
L G D
ALONSA
SASKATCHEWAN
RIDING MOUNTAIN NATIONAL PARK
RUSSELL
RUSSELL
SILVER CREEK
ROSSBURN
ROSSBURN
McCREARY
McCREARY
BINSCARTH
L G D
PARK
GLENELLA
ELLICE
ST. LAZARE
BIRTLE
BIRTLE
SHOAL LAKE
SHOAL LAKE
STRATH-CLAIR
HARRISON
ERICKSON
CLAN-WILLIAM
ROSEDALE
LANS-DOWNE
16
MINTO
MINNEDOSA
McAULEY
83
21
ARCHIE
MINIOTA
HAMIOTA
BLANS-HARD
SASKAT-CHEWAN
NEEPAWA
GLADSTONE
MINIOTA
HAMIOTA
24
ODANAH
LANGFORD
WESTBOURNE
41
RAPID CITY
RIVERS
10
OF
ELKHORN
DALY
ELTON
MACGREGOR
WALLACE
WOODWORTH
NORTH
CYPRESS
NORTH
NORFOLK
1
Virden
BRANDON
CARBERRY
34
1
WHITEHEAD
CORNWALLIS
5
OAK LAKE
SOUTH
CYPRESS
21
PIPESTONE
SIFTON
SOURIS
VICTORIA
GLENWOOD
OAKLAND
WAWANESA
2
2
PIPESTONE
GLENBORO
83
HARTNEY
10
ALBERT
23
LORNE
CAMERON
WHITEWATER
RIVERSIDE
STRATHCONA
23
PROVINCE
NAPINKA
21
18
ARGYLE
5
34
MELITA
3
BOISSEVAIN
PILOT MOUND
DELORAINE
3
KILLARNEY
CRYSTAL CITY
EDWARD
ARTHUR
BRENDA
WIN-CHESTER
MORTON
TURTLE MOUNTAIN
ROBLIN
LOUISE
WASKADA
CARTWRIGHT
3
UNITED
STATES
OF
AMERICA

Souris – Glenwood Planning District

LOCATION MAP

▭ Location of the District

20 10 0 20
SCALE IN MILES

Manitoba
Municipal Affairs
Municipal Planning

DATE: FEBRUARY/1989
DRAWING NO. 924-83-101A

MAP 1

5. HISTORY

For centuries, the plains of the Souris area were roamed by Indian tribes, chiefly the Sioux and Assiniboine, who lived off the abundant buffalo herds. In 1739, the French explorer LaVerendrye travelled through what is now south-western Manitoba and named the Souris River. During the 1800's, as the Canadian west opened up, the Souris area experienced increased activity as a result of the fur trade and buffalo hunting.

Permanent settlement in the Souris area did not commence until the early 1880's. In 1880, the first four permanent residents arrived and established homesteads along Plum Creek, approximately 1 mile west of the present Souris townsite. The original 4 settlers were Captain Gilbert Wood and his wife, along with Thomas and Edward Hicks.

At about the same time, a colonization syndicate was formed in the community of Millbrook, Ontario, with the intention of sending a group of settlers to the prairies. In 1880, Squire W.H. Sowden was sent to the west to search for a favourable area for settlement. After travelling as far west as Saskatchewan, he chose the area that is now located in the R.M. of Glenwood and the northern portion of the adjacent R.M. of Whitewater as a suitable area for settlement. Squire Sowden was obviously a clever individual, for as well as looking for good farmland, he was also looking for a suitable site for the development of a water powered grist mill. In addition to the natural beauty of the future townsite, he found the conditions along Plum Creek to be suitable for the future construction of a dam and flour mill.

Squire Sowden returned to Ontario for the winter to make arrangements with the government for the acquisition of the land, as well as to organize a group of prospective settlers in Millbrook. In the following year, 1881, he returned to Winnipeg via the United States with a trainload of settlers. Most of these settlers established homesteads in the Souris area, and a few settled in the emerging townsite. Settlement continued at a hectic pace during the early 1880's, due to the influx of settlers from Millbrook, as well as a number of immigrants, particularly from Ireland. By the end of 1883, the area was completely settled, and by the end of 1884, the townsite contained 50 buildings, including 3 stores and 4 hotels. Despite the fact that Souris was not yet served by the railway, the community prospered, largely due to the presence of the grist mill, which attracted business from as far away as eastern Saskatchewan. During these years, grain was hauled by horse and wagon from Souris to Alexander and Brandon.

The foundation of local government was also established at this time. The six townships of land which now constitute the R.M. of Glenwood were originally legislated as one of the six wards of the county of Brandon in 1881. The county was shortlived however, and the R.M. of Glenwood was established as a separate unit of government in 1883. The original elected officials, led by Reeve W.H. Sowden, faced a number of challenges, including the establishment of several school districts and the construction of bridges.

Indeed, from the time of original settlement, the local river system has been a type of barrier, and has obstructed the movement of people and vehicles from one side to another. The original crossing was made by fording the river near the side of the present dam. The early settlers quickly developed a ferry system, and several bridges. A disastrous flood in 1902 destroyed these early structures. In 1904, Squire Sowden constructed a suspension bridge across the Souris River to provide a pedestrian link to the community and to enhance the development prospects for his property east of the river. Indeed, this "swinging bridge", with a length of 582 feet, is claimed to be the longest bridge of its type in Canada, and has become an important tourist attraction for the community.

The fledgling community of Souris was eventually served by the Canadian Pacific Railway in 1890, when a line was constructed from Brandon to Estevan. In 1892, another C.P.R. line was extended westerly from Winnipeg to Souris, through a number of other communities such as Treherne and Glenboro. Souris became an important divisional point on the railway system, with the construction of a roundhouse and extensive railway yards. A number of railway employees also took up residence in the area. In 1911, a large brick railway terminal was built in the northern portion of the townsite. In this respect, Souris is rather unique from other prairie communities. In most cases, the railway surveyors established the location and layout of prairie communities. In contrast, Souris was already an established and thriving community by the time the railway arrived.

After the arrival of the railway, the community continued to grow and prosper. More grain elevators were constructed in the community (for a total of 5 by the turn of the century). A number of other manufacturing enterprises were also developed. A brick yard was first established along Plum Creek in 1892, and then another brick yard was established east of the community in 1902. A furniture manufacturing company was established in the early part of this century, with a peak employment of 40 persons. In 1913, the Souris Creamery was established, and was transformed over the years into the Superior Cheese Company.

In 1904, the Town of Souris was incorporated as a separate municipal government, with its own elected officials led by Mayor A.L. Young. The early councils faced a significant amount of work. One of their major tasks was to establish a waterworks system in 1911-1912. In 1913, an electric street light system was also established in the community.

During World War I, an infantry training program was established in Souris, which bolstered economic activity in the community during the war years. During the 1920's, the community experienced several setbacks. On several occasions, local crops were ravaged by insects and rust. During the early 1920's, the grist mill and furniture factory were closed. The combined effects of low commodity prices, drought and unemployment during the Great Depression of the 1930's did not improve the local economic situation.

The outbreak of World War II in 1939 brought about the exodus of a number of young men to distant battlefields. During the war, an airfield with 9 hangars was established east of Souris as a training centre for aerial warfare. The hangars were dismantled shortly after the war, but the runways are still used as a municipal airfield.

The postwar period marked a return to more prosperous times. The rural road system was improved by the R.M. of Glenwood, and in the Town of Souris, many of the streets were paved. In 1952, a P.F.R.A. dam was built on the river, which improved the town's water supply and provided a larger body of water for recreational use.

During the postwar period, several new industries were created in the community - including a plastics manufacturing operation, and a rock shop which fabricates agates from local quarries into specialty jewelry and novelties. With the consolidation of rural schools and the provision of centralized school service in the town, Souris became an increasingly important cultural centre for the surrounding area. The construction of improved health care facilities and senior citizens housing has also enhanced the role of Souris as a service centre for the surrounding rural area.

PART II

SOCIO-ECONOMIC TRENDS

PART II

SOCIO-ECONOMIC TRENDS

1. GENERAL

In order to anticipate and plan for future development in a community, it is important to have an understanding of current socio-economic trends, as well as the underlying forces which influence these trends. Such an understanding enables reasonable projections to be made into the future. The intent of this part is to examine current socio-economic trends and to make some modest predictions for the future.

The composition of the existing population, along with general population trends, provides some insight into the types of public and private services and facilities that will be required in the future. A number of factors are taken into consideration, such as overall population changes, as well as changes in age distribution, employment and income characteristics. Most of these factors are based on Statistics Canada census information. The discussion of some of these factors is somewhat limited however, due to a lack of published census data prior to 1971.

2. OVERALL POPULATION CHANGE

FIGURE 1 illustrates the population change in the Souris-Glenwood Planning District from 1921 to 1986. Several observations can be made from this data. The population of the Town of Souris has experienced several fluctuations over the past 65 years. The decline between 1931 and 1951 is indicative of the combined effects of the Great Depression and World War II. The peak at 1961 illustrates the effects of the postwar "baby boom", and the present period can be described as a period of relative stability with modest growth.

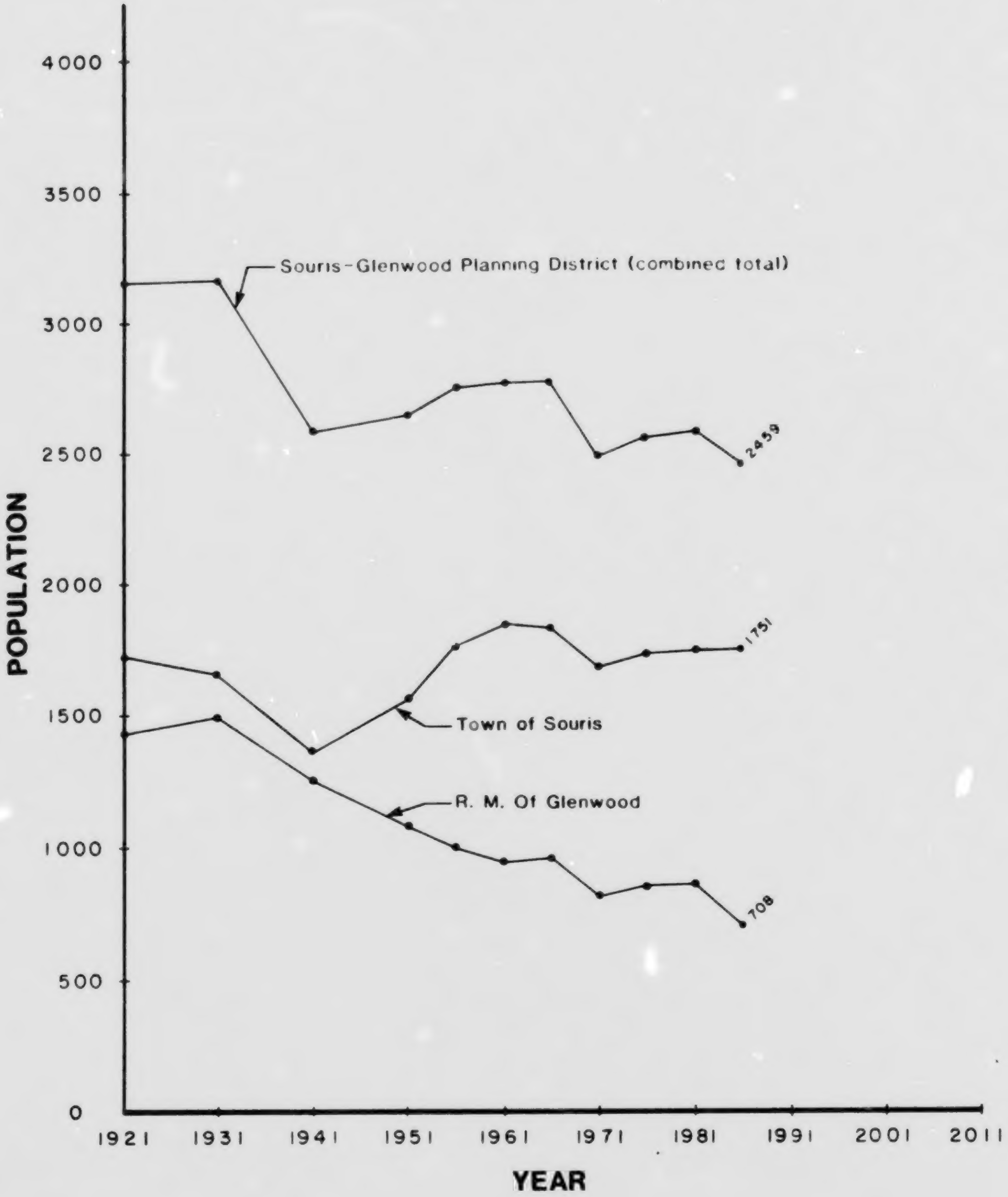
In contrast, the R.M. of Glenwood has experienced a fairly continuous decline in total population over the past 50 years. This trend is not unique to this municipality, but is characteristic of most areas in rural Manitoba. TABLE 1 illustrates that a number of neighbouring municipalities experienced the same trend of population decline. In fact, the municipalities of Cameron and Whitewater experienced a greater extent of population decline than the R.M. of Glenwood, and the decline in Sifton was approximately the same as Glenwood. This general decline can be attributed to a number of factors, which include:

(a) Increasing farm mechanization, which has enabled individual farmers to utilize larger areas of land.

(b) The size of farm families has decreased, partly because farmers no longer require a large family for farm labour.

(c) Many rural residents have moved to urban areas in search of different employment opportunities.

Figure 1
POPULATION CHANGE



SOURIS-GLENWOOD PLANNING DISTRICT

SOURCE: Statistics Canada Census Data

TABLE 1

COMPARATIVE POPULATION CHANGES FOR SELECTED RURAL MUNICIPALITIES

MUNICIPALITY	POPULATION		CHANGE	
	1951	1986	No.	%
Glenwood	1063	708	-355	-33.4
Cameron	1222	613	-609	-49.8
Oakland	1201	1039	-162	-13.5
Sifton	1224	842	-382	-31.2
Whitehead	1315	1440	125	9.5
Whitewater	1435	828	-607	-42.3

Source: Statistics Canada Census Data

TABLE 2

COMPARATIVE POPULATION CHANGES FOR SELECTED COMMUNITIES

COMMUNITY	POPULATION			CHANGE	
	1951	1976	1986	1951-86	1976-86
Souris	1584	1712	1751	10.5	2.3
Hartney	538	484	523	-2.7	8.0
Oak Lake	467	367	399	-14.6	8.7
Virden	1746	2936	3054	74.9	4.0
Rivers	1209	1185	1157	-4.3	-2.4
Minnedosa	2085	2718	2520	20.9	-7.3
Wawanesa	447	487	502	12.3	3.1
Boissevain	1015	1584	1572	54.9	-0.7
Brandon	20598	34901	38708	87.9	10.9

Source: Statistics Canada Census Data

TABLE 2 illustrates the postwar population trends (1951 to 1986) and recent population trends (1976 to 1986) for a number of other communities in south-western Manitoba. The Town of Souris experienced a modest rate of growth (10.5%) since 1951. In contrast, several other communities - Hartney, Oak Lake and Rivers - experienced declines. The population of the City of Brandon increased by 87.9% during this same time period, which indicates a large shift of population from rural areas to the city. The information presented on this table would also suggest that the proximity of Brandon, and the broader range of goods and services within the city, has prevented Souris from experiencing the same extent of population growth as other communities which are more distant from the city (such as Virden and Boissevain). In terms of the most recent period (1976 to 1986), Souris has continued to experience modest growth, whereas several other communities - Rivers, Minnedosa and Boissevain - have experienced declines. In the case of Boissevain, the decline is very slight, but in the case of Minnedosa, the decline is quite significant (a loss of approximately 200 people over 10 years).

3. AGE DISTRIBUTION

FIGURE 2 illustrates the changes in age distribution within the Souris-Glenwood Planning District during the 1951 - 1981 period. A number of observations can be made from this information. Firstly, the lowest age group (0-4 years) gives some indication of the birth rate. The 1951 and 1961 information reflects the high birth rate of the postwar "baby boom". More importantly, the 1971 and 1981 birth rates, while lower than previous years, are now virtually stable and showing a slight increase. Secondly, the next age group (5-14 years) gives some indication of the school age group. As might be expected, this group peaked during the 1960's. The recent stability in the birth rate suggests that this age group will remain reasonably stable in the near future. Thirdly, the highest age group (65 and over) represents the senior citizens group. This group, as well as the pre-retirement group (ages 55-64) illustrates a significant increase over the 30 year period. As of 1981, 27% of the town's population was over the age of 65.

4. FUTURE POPULATION TRENDS

The prediction of future population trends involves a number of uncertainties. In small geographic areas with relatively small populations, it is difficult to make precise predictions, as detailed information on birth rates, death rates and migration rates is not readily available. Furthermore, unforeseen changes such as medical advances (which prolong life), lifestyle preferences, and economic conditions (which influence migration patterns) could influence future population changes in unexpected ways. Therefore, one must approach the topic with some caution. In spite of the limitations of the data, the following discussion attempts to make some modest predictions regarding future population to the year 2011.

By "moving" the bar graphs for the various age groups in FIGURE 2 for the next 10 to 20 years, it is possible to get some indication of future trends for each age group. For example, if the pre-retirement group is considered (ages 55-64), it is noted that this group remained relatively constant over the 1971-1981 period. One could therefore anticipate that the number of

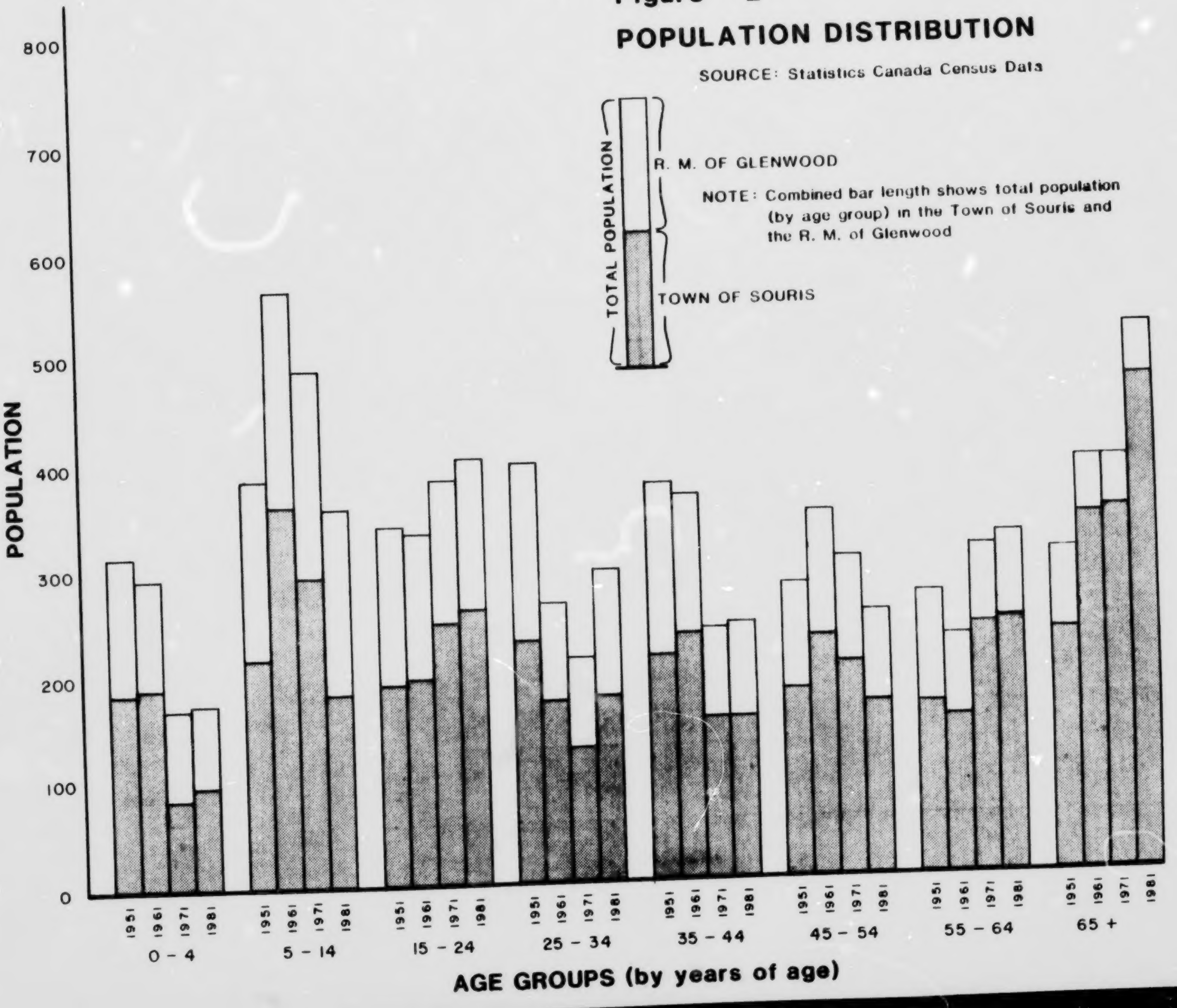


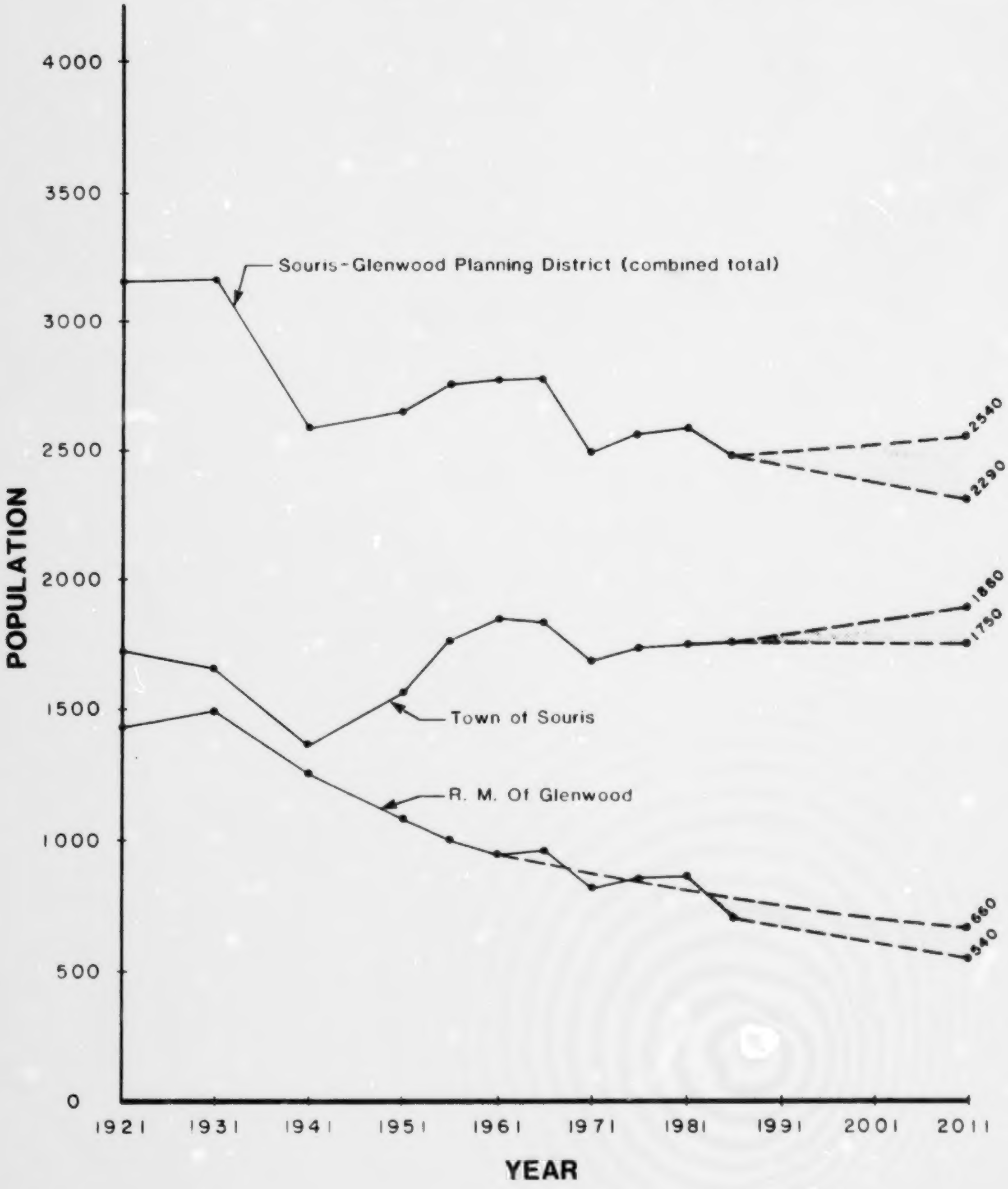
Figure 2

POPULATION DISTRIBUTION

SOURCE: Statistics Canada Census Data

NOTE: Combined bar length shows total population (by age group) in the Town of Souris and the R. M. of Glenwood

Figure 3
POPULATION PROJECTIONS



SOURIS-GLENWOOD PLANNING DISTRICT

LEGEND

<— Anticipated range of population change

SOURCE: Statistics Canada Census Data

senior citizens would remain relatively constant in the 1981-1991 period, as the 1981 pre-retirement group reaches the age of 65. Some slight increase might be anticipated however, due to increased longevity of those persons who are already in the senior citizens group.

In considering the middle-aged groups (35-54), one can anticipate somewhat different trends. It is noted that these groups were significantly lower in 1971 and 1981 than in 1951 and 1961. This would suggest a decrease in the number of senior citizens towards the turn of the century, due to the smaller numbers in the "replacement" group (i.e. middle-aged group 35-54 in 1971-1981). Such a decline could, however, be offset by an increase in retired people from areas farther away from Souris, particularly to the south and west.

The 1981 figures show an increase in the number of young adults (15-35) over previous years. Since these people are in their prime child-bearing years, this would suggest that the birth rate could continue to increase over the next few years, although it is not likely to reach the levels of the 1950's and 1960's.

In terms of the overall trends, it is anticipated that the population of the R.M. of Glenwood will continue to decrease, but not to the same extent as in previous years. The rate of population decline for the R.M. was an average of 6.7 persons per year during the 1971-1986 period. If this rate is projected over the 1986-2011 period, the resultant population would be 540 persons. However, the trend of expanding farm operations is not expected to be as dramatic as in recent years. In addition, the average size of farm families (3.4 persons) is now approaching the size of typical urban families. Considering these factors, the anticipated population for Glenwood, as shown on FIGURE 3, is projected to be between 540 and 660 by the year 2011.

In terms of the Town of Souris, it is anticipated that the Town will continue to show the same modest growth that has characterized the past 35 years. As the 21st Century approaches, decline in the senior citizen group may be offset by increases in the younger age groups, (especially if the birth rate continues to increase) and retiring people from more outlying areas may also choose to retire in Souris. If the 1971-1986 growth rate is projected over the 1986-2011 period, the resultant population would be 1880 persons. Considering the past population trends, this figure might be slightly optimistic. The anticipated population for Souris, as shown in FIGURE 3, is anticipated to be between 1750 and 1880 by the year 2011. Of course, unforeseen factors, such as the development of a new industry, could expand the population in a more dramatic fashion.

5. EMPLOYMENT TRENDS

An accurate analysis of the local long-term employment characteristics is not possible due to two factors:

(a) An "unknown" employment factor consisting of people who live in the Souris-Glenwood Planning District, but commute to Brandon to work.

(b) Lack of consistent employment classifications by Statistics Canada during the census periods since 1951. (Various occupations have been classified in different groups at different census periods).

Nonetheless, it is useful to undertake a brief examination of the data which does exist. As previously indicated, there has been a significant decline in the number of farmers in the R.M. of Glenwood since World War II, primarily as a result of increasing farm mechanization. In contrast, the level of employment within the Town of Souris has increased during the postwar period. One of the most notable changes is a shift in the number of male and female workers, as shown in TABLE 3.

TABLE 3 indicates that total employment levels in Souris appear to have increased by 45% over the 1951-1986 period. The actual number of males in the workforce has fluctuated considerably over this period, with a period of decline followed by a recent increase, and is now generally equivalent to the 1951 level. On the other hand, the number of females in the workforce has steadily increased from 100 to 345, and is generally responsible for the overall increase in employment levels reported by residents of Souris. This is indicative of a widespread trend of increased female employment during the postwar era. It is possible that these figures also point to an increase in part time female employment. As indicated above, some of this increased employment might be attributed to an increase in commuting and working in Brandon, although this cannot be accurately determined on the basis of the existing data.

TABLE 3

EMPLOYMENT OF SOURIS RESIDENTS

	1951	1961	1971	1981	1986
Male	464	412	400	390	475
Female	100	132	280	265	345
TOTAL	564	544	685	655	820

Source: Statistics Canada Census Data

Source: Statistics Canada Census Data

TABLE 4 illustrates the overall employment characteristics of the Souris-Glenwood Planning District for 1971 and 1986. (Earlier comparisons are more difficult to make, due to the different employment categories used by Statistics Canada in earlier census years). In terms of the overall totals, there has been a general increase in employment reported over this 15 year period. Perhaps one of the most striking changes is the increase in agricultural employment reported by residents of Souris (from 45 to 185). A change of this magnitude is difficult to rationalize. One possibility is that some farmers have moved to town and are commuting to their farms. Another possibility is that a generational change is occurring on some farms, with the "farming son" taking over the farm and the "farming father" moving to town. Other sectors generally illustrate either stability or increases in employment. As might be expected, the employment in the Town of Souris is broadly diversified among a number of occupations. The residents of the R.M. of Glenwood have also reported an increased level of diversity in employment. Upon a closer examination of the data, this is generally attributable to an increase in female employment - most likely in Souris and Brandon.

TABLE 4
EMPLOYMENT CHARACTERISTICS

OCCUPATIONAL GROUP	1971			1986		
	Souris	Glenwood	Total	Souris	Glenwood	Total
Primary (e.g. Agriculture)	45	240	285	185	200	385
Processing	5	10	15	15	0	15
Construction Trades	40	5	45	45	10	55
Managerial, Administrative & Related	40	5	45	85	55	140
Teaching and Related	30	10	40	40	20	60
Medicine and Health Care	45	10	55	55	15	70
Technological, Social, Religious	20	5	25	20	15	35
Clerical and Related	90	20	110	135	30	165
Sales	80	5	85	75	5	80
Service	110	20	130	95	25	120
Machining, Fabrication, Assembly, Repair	35	10	45	30	0	30
Transportation	30	5	35	25	0	25
Other	40	10	50	10	0	10
Not Stated	75	25	100	-	-	-
TOTALS	685	380	1065	820	380	1200

Source: Statistics Canada Census Data
Note: Totals do not compute exactly due to rounding
by Statistics Canada

6. INCOME TRENDS

Information on family income is important as a certain percentage of this income will be disposable income. This provides an indication of the amount of purchasing power for local goods and services. TABLE 5 illustrates the average annual household income for the Town of Souris and the R.M. of Glenwood during the period 1971 to 1986. The third last column of the table is a conversion of the actual 1986 incomes into 1971 dollars by using the consumer price (for Winnipeg) as a divisor. This enables reasonable comparisons to be made in terms of constant 1971 dollars. This table clearly indicates major increases in real income in the Souris- Glenwood Planning District over this fifteen year period. It also illustrates that the income gap between rural and urban residents has reversed with the average household income being slightly higher for families living in the R.M. of Glenwood.

TABLE 5

AVERAGE ANNUAL HOUSEHOLD INCOME

	1971	1986		INCREASE	
		Actual	Converted to 1971 $	1971 $	%
Souris	$6,751	$26,647	$8,384	$1,633	24
Glenwood	$4,709	$27,556	$8,670	$3,961	84

Source: Statistics Canada Census Information

7. ECONOMIC BASE

The following discussion is intended to provide a general overview of the economy of the Souris-Glenwood Planning District. The economy of an area is dependent upon a number of factors, including its location, resources, population, and general market conditions. According to traditional economic theories, economic activity is considered in terms of 3 categories - primary, secondary and tertiary. Primary economic activities consist of those enterprises involved with the exploitation of natural resources, such as agriculture, forestry, mining and commercial fishing. These activities generate products which are exported from the area. Secondary economic activities are considered to be those in manufacturing and construction. Manufactured products are primarily intended for export from the area, whereas construction is focussed on local markets. Tertiary economic activities are those enterprises which provide goods and services to the local population.

(a) Primary Economic Activities - The dominant primary economic activity in the Souris-Glenwood Planning District is agriculture. According to the 1986 census, the total value of farm produce sales in the R.M. of Glenwood was 16.3 million dollars. A significant proportion of this annual influx of money is circulated within the local economy, in return for goods and services provided by townspeople.

Two major factors affect the condition of the agricultural economy - global market conditions and the condition of the resource. Unfortunately, the agricultural economy of the Canadian prairies is currently overshadowed by a global agricultural crisis, primarily as a result of depressed prices for agricultural produce, and heavily subsidized foreign agricultural production. Clearly this problem is beyond the influence of municipal government, but it is hoped that this major crisis will be rectified in the future.

The second factor - the resources of the area - is more directly influenced by municipal government. Agriculture is a land-based activity and to a significant extent, the value of agricultural production is dependent upon the condition of the land base. In the interests of sustaining long-term agricultural production, it is important for local government to promote and support programs which are focussed on the condition of the farmland resource, such as soil conservation and farmland preservation.

Another primary economic activity which may become significant in this area in the future is the development of oil and gas resources. In recent years, the Waskada area has experienced this type of development, and exploration is presently occurring in the adjacent R.M. of Sifton. It is conceivable that future exploration and development may extend easterly into the Souris area. This would definitely be beneficial to the local economy, due to the spin-offs generated by such activities. However, it may also pose some problems in terms of conflicting use of the land surface (for agriculture or for oilfield access) as well as environmental risks to natural waterways and groundwater.

(b) Secondary Economic Activities - In terms of secondary economic activity, there are two manufacturing establishments which make a significant contribution to the local economy. The Superior Cheese Co. processes a variety of cheese products and employs 24 people. Much of the product is exported out of the local area. As an agricultural processor, this company is of great benefit to the local farm community, as it provides a continuous demand for dairy produce, thereby contributing to a more diversified agricultural base. Glenwood Plastics manufacturers plastic pipe which is exported from the local area, and employs 10 people. In addition, there are several smaller businesses, such as the Rock Shop (which manufactures novelty items from semi-precious stones found in local quarries) as well as local publishing businesses which would be considered as manufacturing operations. The continued economic prosperity of the larger industries is dependent upon the general economic climate, and the ability of these products to effectively compete with similar products produced elsewhere.

Construction trades are also important secondary economic activities which provide a number of building construction, building improvement, and repair services to the local community. Although employment in the construction trades sector has been relatively constant since World War II, actual construction activity (especially new house construction) has fluctuated considerably, as indicated in PART IV. To some extent, construction activity is a reflection of general market conditions - in times of prosperity, building activity tends to be brisk, whereas in times of economic recession, building projects are postponed due to unfavourable economic conditions.

(c) Tertiary Economic Activities - Tertiary activities consist of a broad spectrum of businesses and facilities which provide a variety of goods and services to the local population. This would include a number of retail and financial functions, as well as educational and health care services. As indicated in TABLE 4 much of the employment in Souris consists of these tertiary activities.

Annual community reports published by the Manitoba Department of Economic Development and Tourism provide an indication of the diversification of business and services in the community. A review of a 20 year series of these reports indicates relative stability in most of these functions, with increases in some sectors (such as the number of professions and some retailing functions), and some declines in other sectors (particularly the number of lumberyards, automobile and farm implement dealerships). Although there may be some decline in the number of these functions, it is quite likely that the remaining businesses have become larger in their scale of operations.

Tertiary economic activities are largely dependent upon two factors - the local population and the location of the community. The population factor is largely self-evident. An increased population level, coupled with an increase in disposable income, means increased business opportunities. The location of a community, and its relationship to other centres, also has a major influence on the local economy. The presence of competing businesses within a convenient commuting distance is bound to have an impact on business within the community. During recent years, businesses in urban areas, such as Brandon, have become more aggressive in terms of regional marketing strategies. Understandably, local businesses would have difficulty competing with such larger businesses, which operate with a number of competitive advantages (such as economies of scale, vertical integration, and aggressive regional promotion campaigns). Souris is located relatively close to the City of Brandon, and in particular to a large shopping complex in Brandon's south end. This has probably had a major impact on the Souris business community, moreso than other more distant communities such as Virden, Melita, and Killarney.

8. FUTURE ECONOMIC TRENDS

As indicated above, the economy of the Souris-Glenwood Planning District is largely dependent upon the agricultural sector. The current global agricultural situation is a major concern, in terms of current marketing practices, and world prices for agricultural commodities, which at this point in time, are having an adverse effect on Canadian agricultural revenues. Anything which adversely affects farm revenues is also bound to have a major effect on the economy of the Town of Souris.

The trend of population decline in the rural area is also a concern, as this represents a decrease in the number of customers within the Souris trading area. However, it is felt that this trend of population decrease is abating, and may even stabilize over the next 10 to 20 years. These losses of population in the trading area may, to some extent, be offset by an increase in the size of the Souris trading area, as neighbouring communities to the south and west continue to decline in importance. Souris has a reasonably broad base of services and facilities, which should continue to attract customers from the rural area. As well, this broad base will continue to make the community an attractive area for retiring farmers from neighbouring municipalities.

The proximity of the City of Brandon is considered to be a mixed blessing. A broad array of employment opportunities are provided in Brandon for residents of the planning district. On the negative side however, the broad array of goods and services within Brandon will continue to limit opportunities for new retail development in the Town of Souris, particularly for major purchase items.

PART III

RURAL RESOURCE AREA

PART III

RURAL RESOURCE AREA

A. AGRICULTURE

1. IMPORTANCE OF AGRICULTURE

Agriculture is an economic activity which is directly dependent on the land. Although Canada prides itself as an important world agricultural producer, only 5 percent of the nation's land is considered as dependable cropland. In Manitoba, one of the three prairie provinces, approximately 15 percent of the land is used for agriculture. Only a very small part of the total national and provincial land area is suitable for agriculture. The remaining land areas consist of forest, mountains, rock, muskeg, or tundra, which are unsuitable for agricultural purposes.

With the exception of the road network, and approximately 1 1/2 sections of Crown land, virtually all of the land in the Souris-Glenwood Planning District is privately owned farmland. Approximately 84 percent of this land is considered to be improved farmland. The extent of farmland in the planning district is generally represented on the aerial photo mosaic, MAP 2 (although this is a 1976 photograph and may be slightly out of date). Clearly, farmland is the most important resource in the planning district, as it provides the foundation of the local agricultural economy. The economic importance of agriculture cannot be understated, with the total annual value of farm sales in the R.M. of Glenwood being 16.3 million dollars, according to the 1986 census. The long-term economic prosperity of the district will largely be dependent on agriculture, which in turn will be dependent on the condition of the farmland resource. The conservation of farmland for the long-term use of present and future generations must therefore be a priority of all levels of government.

2. GENERAL AGRICULTURAL ISSUES

As indicated in the background report prepared by the Department of Agriculture, there are two major issues related to the farmland resource in rural areas:

(a) The conservation of the land resource base, and

(b) Protection of the land resource from conflicting uses.

In terms of the first issue, there are two aspects which need to be considered - one which relates to the quality of farmland, and the second relating to the quantity of farmland:

(i) Qualitative - Current organic levels of prairie soils are reported to be at 50 to 60 percent of the original levels, according to a 1984 Senate of Canada report titled "SOIL AT RISK: Canada's Eroding Future". This suggests that the past 100 years of agricultural use have depleted the resource by as much as 40 to 50 percent. Clearly, a major concern is the declining quality of farmland as a result of wind erosion, water erosion, increased salinity, and other factors. To some extent, these problems are attributable to current farming practices. There is a significant need for programs focussing on farm management practices in order to promote soil conservation. Such programs would be based on education, fiscal incentives and planning programs.

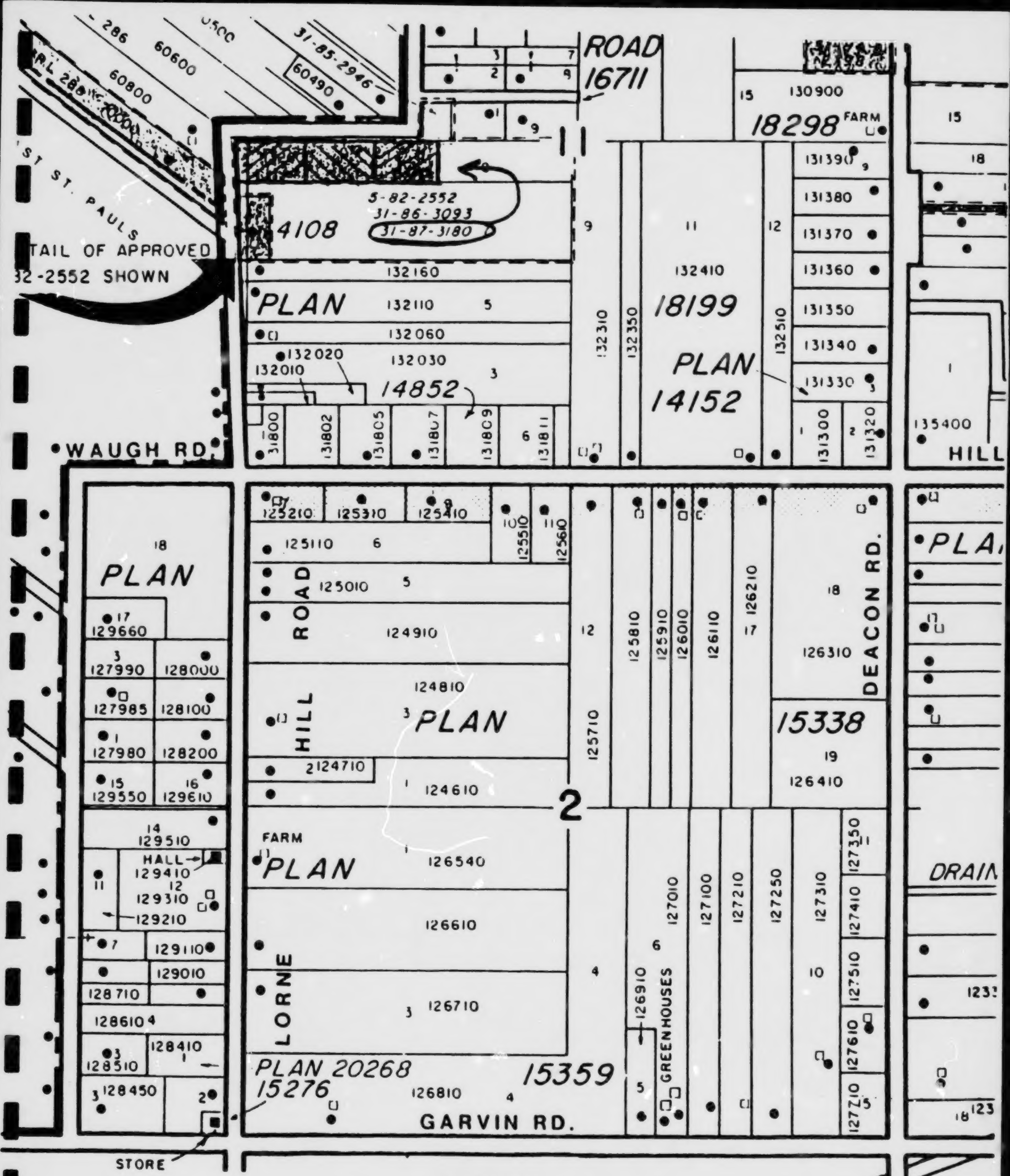
(ii) Quantitative - In the past several decades, there has been a significant decrease in the amount of prime farmland, particularly in the vicinity of large towns and cities. This decrease can be attributed to several factors - a significant increase in the number of people moving to "residential acreages" in the countryside, as well as the conversion of large agricultural acreages to commercial, industrial and recreational facilities. Cumulatively, this trend can result in significant losses of farmland.

Related to the loss of farmland is the long-term loss of agricultural produce. In 1986, the average value of farm produce in the R.M. of Glenwood was $123.20 per acre. If one considers the conversion of 10 acres of cultivated land to non-agricultural development, the value of lost agricultural production would be $1,232 per year. Over a 35 year period, (the active farming career of some farmers), this would result in a total revenue loss of $43,120 for that 10 acre site (based on the assumption of constant value for farm produce). When a number of such parcels are considered, the total loss of agricultural revenue over a long-term period can become quite significant. If the value of produce increases, the lost economic productivity becomes even more significant over the long-term future.

Productive farmland can also be compromised by a process known as fragmentation. This is a situation that occurs when a large parcel of land, such as a quarter section is randomly divided into a series of smaller parcels for other uses. As an example, FIGURE 4 illustrates how the process of fragmentation has severely carved up several sections of land in the Birds Hill area north-east of Winnipeg. Although this is a rather extreme case, it illustrates how a large area of farmland can be rendered relatively useless for agriculture by carving it up into smaller parcels. It is important to maintain fairly large blocks of land for efficient farm operations with modern farm machinery.

With proper planning policies, it is possible to minimize the loss of farmland through the process of fragmentation, and to establish guidelines controlling the location and size of non-agricultural developments in order to conserve as much good farmland as possible.

The second issue is the protection of farming operations from conflicting land uses. As indicated above, during the past several decades there has been a period of increased development pressure on farmland in Manitoba. People who traditionally lived in towns and cities became attracted to the rural area as a place to establish a residence. These trends are most pronounced around larger centres, particularly the Cities of Winnipeg and Brandon, and to a lesser extent in the vicinity of other smaller centres. The development of residential acreages in the rural area places non-farm families in the midst of traditional farming operations, which raises several concerns:


286
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ST. ST. PAULS
TAIL OF APPROVED
32-2552 SHOWN
ROAD
16711
18298
FARM
130900
15
131390
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4108
132160
PLAN
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132020
132010
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14852
131800
131802
131805
131807
131809
131811
132310
132350
132410
18199
PLAN
14152
132510
WAUGH RD.
125210
125310
125410
125510
125610
125110
125010
124910
124810
PLAN
124710
124610
HILL ROAD
FARM
PLAN
126540
126610
126710
LORNE
126810
PLAN 20268
15276
15359
GARVIN RD.
125810
125910
126010
126110
126210
125710
2
126310
DEACON RD.
15338
126410
127010
127100
127210
127250
127310
127350
127410
127510
127610
127710
126910
GREENHOUSES
PLAN
129660
127990
128000
127985
128100
127980
128200
129550
129610
129510
HALL
129410
129310
129210
129110
129010
128710
128610
128410
128510
128450
STORE
PLAN
DRAIN

FIGURE 4
LAND FRAGMENTATION

(a) The new residential acreage may alter the pattern of field cultivation, by fragmenting fields into irregular areas which are more difficult to farm;

(b) The new residents of the residential acreage may object to the undesirable aspects of nearby farming operations, such as livestock odours, machinery noise, and sprays or dust which may drift onto their property. In some cases, this has resulted in legal disputes between the property owners, and settlements against the farmers (as suggested by the editorial comment in FIGURE 5).

(c) Farmers may experience problems with the new residents trespassing or hunting on their property. Trespassers may cause damage to crops with all-terrain vehicles or ignore fence lines and gates intended to control livestock operations.

(d) New residential acreages may occur in an area which requires municipal roads to be upgraded for all-weather use. The costs of upgrading such roads to accommodate non-farm residents can result in significant expenses which are usually borne by the municipality as a whole.

This trend of rural residential settlement, and the problems which it has spawned in terms of the loss of valuable farmland and conflicts in farming areas, was one of the principal reasons for the adoption of a new Planning Act in 1976, with its increased emphasis on rural resource issues and subdivision approval processes as a means to conserve farmland.

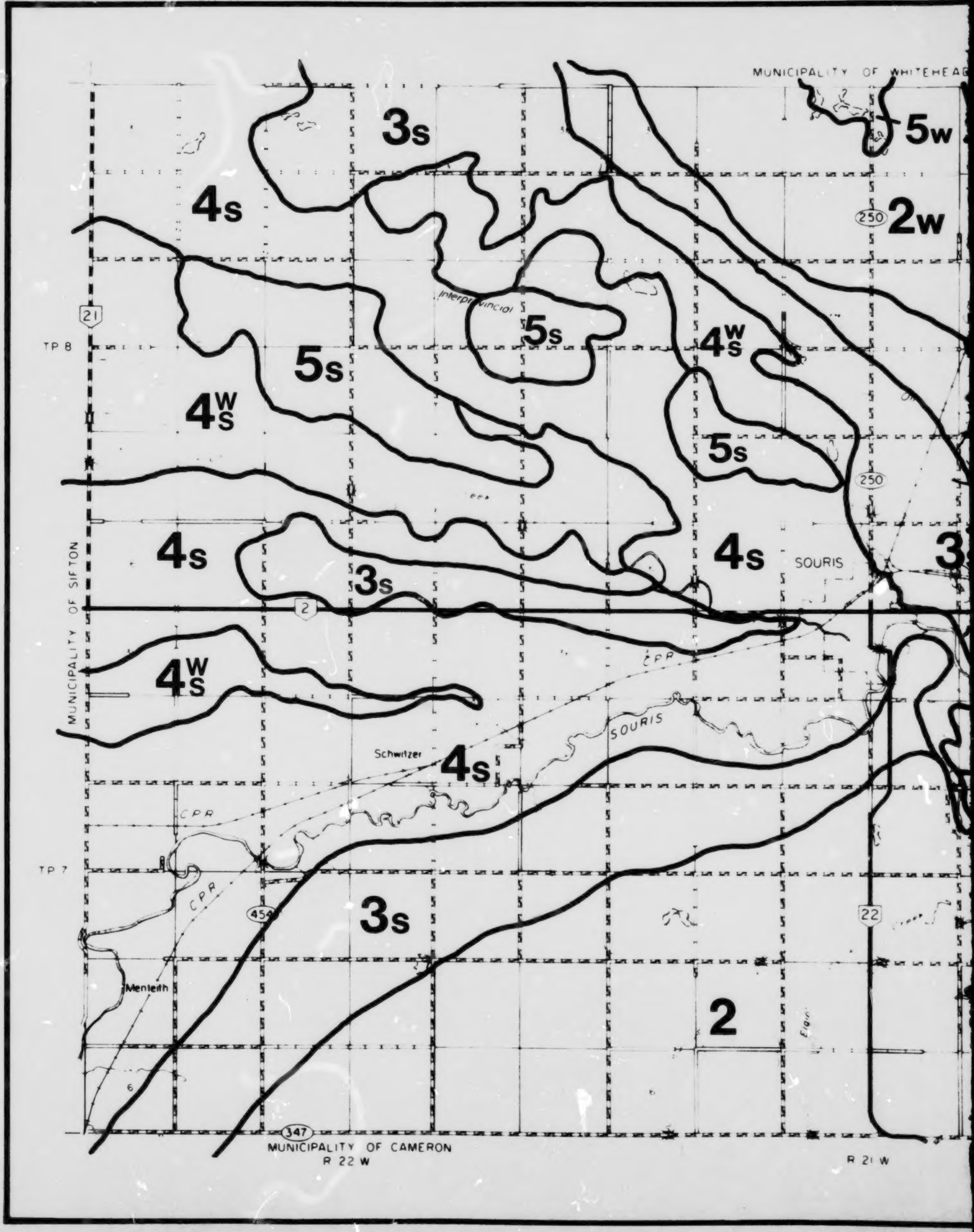
3. SOIL CONDITIONS

Some of the finest soils in the Province of Manitoba are located in the Souris-Glenwood Planning District. The soil capability of the various soils in the planning district is illustrated on MAP 3. According to the background report of the Department of Agriculture, 57 percent (81,460 acres) of the land in the planning district is considered to be prime agricultural land. (Prime agricultural land is regarded as being class 1, 2, or 3 land on a scale of 1 to 7, with class 1 being the best land and class 7 being unsuitable for agriculture). It is also noted that 27 percent (38,666 acres) of the land in the planning district is classified as class 4 land. Farming practices and technology have developed considerably since the Canada Land Inventory system was established (approximately 25 years ago), and class 4 soils are now considered to have a significant potential for increased agricultural production.

In total, approximately 84 percent of the land in the planning district is considered to be well suited for agricultural production. The remaining 16 percent of the area consists of class 5 land (in the sand dune area northwest of Souris) and class 6 land (along the slopes of Souris River). In terms of agricultural potential, these lower quality lands are considered suitable for only light grazing.

4. FARMING TRENDS

The farming trends over the last 20 years census periods in the R.M. of Glenwood are illustrated in TABLE 6. There has been a significant decrease in the total number of farms, from 211 in 1966 to 166 in 1986, a decline of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MUNICIPALITY OF CAMERON
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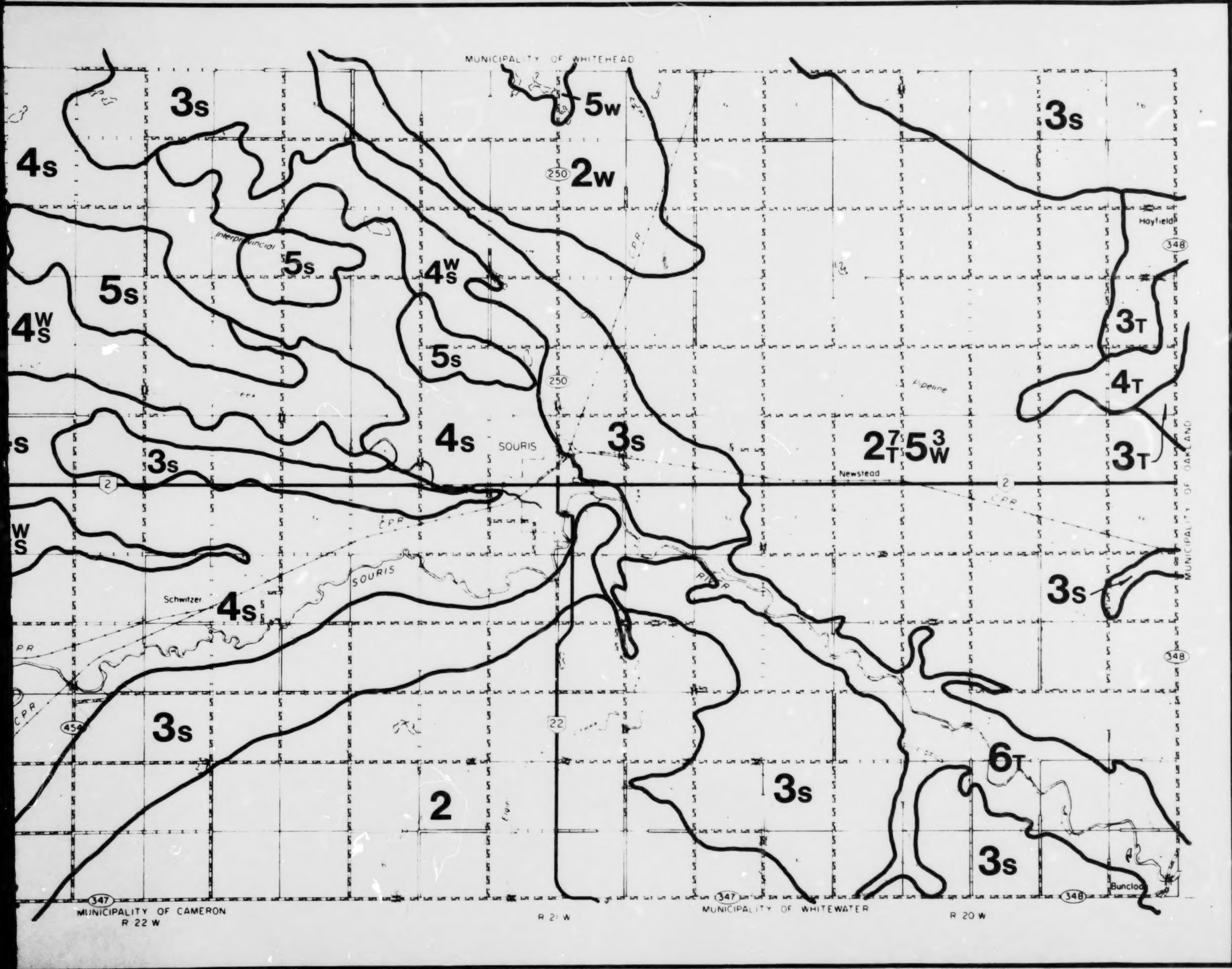
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Newstead
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454
348
3s
22
6T
2
Elgin
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347
348
Bunclody
MUNICIPALITY OF OAKLAND
MUNICIPALITY OF CAMERON
R 22 W
R 21 W
MUNICIPALITY OF WHITEWATER
R 20 W

SOURIS-GLENWOOD PLANNING DISTRICT

DEVELOPMENT PLAN

BACKGROUND STUDIES

Soil Capability For Agriculture

LEGEND

CLASS 2	Moderate Limitations Restrict The Range Of Crops
CLASS 3	Moderately Severe Limitations Restrict The Range Of Crops
CLASS 4	Severe Limitations Restrict The Range Of Crops
CLASS 5	Very Severe Limitations Restrict Capability To Producing Perennial Forage Crops
CLASS 6	Only Capable Of Producing Perennial Forage Crops

S	Soil Limitations
T	Adverse Topography
W	Excess Water

Classification Example

$2^{2}5^{8}$

80% CLASS 5

20% CLASS 2

SOURCE. Canada Land Inventory

1.0 0.5 0 1.0

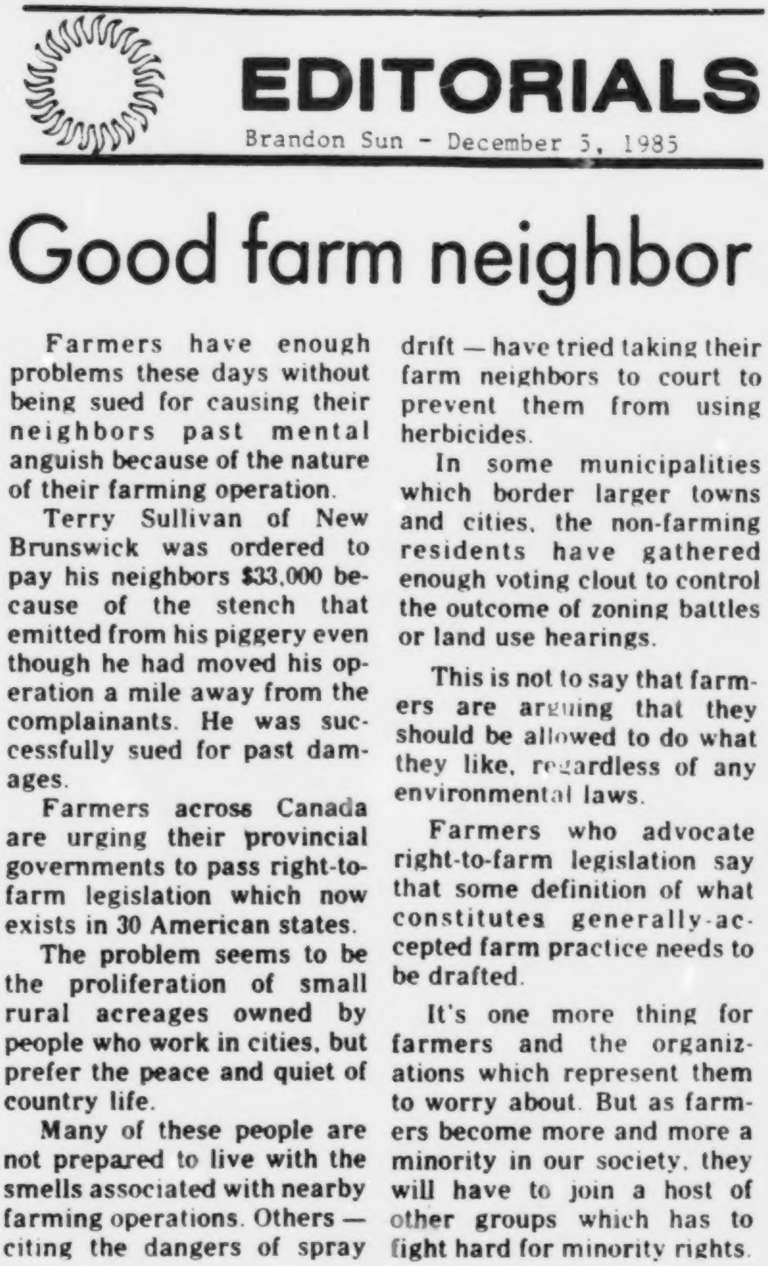
SCALE IN MILES

Manitoba Municipal Affairs
Municipal Planning

DATE: FEBRUARY / 1989

DRAWING NO. 924-83-1018

MAP 3



EDITORIALS

Brandon Sun - December 5, 1985

Good farm neighbor

Farmers have enough problems these days without being sued for causing their neighbors past mental anguish because of the nature of their farming operation.

Terry Sullivan of New Brunswick was ordered to pay his neighbors $33,000 because of the stench that emitted from his piggery even though he had moved his operation a mile away from the complainants. He was successfully sued for past damages.

Farmers across Canada are urging their provincial governments to pass right-to-farm legislation which now exists in 30 American states.

The problem seems to be the proliferation of small rural acreages owned by people who work in cities, but prefer the peace and quiet of country life.

Many of these people are not prepared to live with the smells associated with nearby farming operations. Others — citing the dangers of spray drift — have tried taking their farm neighbors to court to prevent them from using herbicides.

In some municipalities which border larger towns and cities, the non-farming residents have gathered enough voting clout to control the outcome of zoning battles or land use hearings.

This is not to say that farmers are arguing that they should be allowed to do what they like, regardless of any environmental laws.

Farmers who advocate right-to-farm legislation say that some definition of what constitutes generally-accepted farm practice needs to be drafted.

It's one more thing for farmers and the organizations which represent them to worry about. But as farmers become more and more a minority in our society, they will have to join a host of other groups which has to fight hard for minority rights.

(reprinted courtesty of The Brandon Sun)

FIGURE 5

over 20 percent. While the number of farms has decreased, there has been a slight increase in the total amount of improved farmland (approximately 4 percent). Most of this increase is probably an indication of the agricultural development of some of the class 4 land. A decrease in the trend of summerfallowing is also noted, which is an encouraging trend. Summerfallowing is now generally considered to be an undesirable practice by agricultural experts, as it contributes to increased soil erosion. Over this 20 year period, the average farm size has increased from 626 acres to 798 acres (27.5 percent).

TABLE 6
FARMING TRENDS IN R.M. OF GLENWOOD

	1966	1986
Number of Farms	211	166
Area in Crops	77,300 acres	99,882 acres
Area in Summerfallow	23,600 acres	5,591 acres
Area in Pasture	5,200 acres	6,041 acres
Other	2,300 acres	1,686 acres
Total Improved Area	108,400 acres	113,200 acres
Unimproved Area	23,600 acres	19,285 acres
Total Acreage	132,000 acres	132,485 acres
Average Farm Size	626 acres	798 acres

Source: Statistics Canada Census Information

5. LAND OWNERSHIP AND FRAGMENTATION

As indicated above, the fragmentation of farmland into smaller units is a concern. An investigation of property ownership was undertaken in the R.M. of Glenwood to ascertain the extent of the problem in the municipality. A municipal property ownership map (MAP 4) and current assessment rolls were used to obtain an estimate of the extent of land fragmentation in the municipality. For the purposes of this exercise, portions of the 4 sections immediately surrounding Souris were excluded (Sections 33 and 34 in Township 7 Range 21, and Sections 3 and 4 in Township 8 Range 21). These four sections in the vicinity of Souris have experienced more subdivision and development pressures over the years, and would tend to distort the overall municipal trends. These excluded areas are discussed in more detail in the section on Fringe Development. (Section D.5 of this PART).

As can be seen on MAP 4, a high proportion of the land in the R.M. of Glenwood is held as parcels of a quarter section or more. There are approximately 35 parcels between 10 and 80 acres in size under separate certificates of title. Nine of these were 80 acres in size, whereas the rest were a variety of sizes, with the average parcel size being approximately 48 acres. Well over half of these 35 parcels are owned by farmers who also own other farmland in nearby areas. Some of this fragmentation has occurred in order to reorganize the land holdings along major physical features, such as the Souris River (e.g. exchanges of land on each side of the river in order to provide for continuous parcels of land and to overcome difficult access problems created by the river). There are approximately 30 parcels less than 10 acres in size, with the average size being approximately 5 acres in size. These sites are used for variety of purposes, with the most common use being residential sites, along with a number of former school sites, and several municipal sites. In general, the extent of land fragmentation in the R.M. of Glenwood is not considered to be a particularly serious problem at this time.

As previously indicated, it is desirable to retain farmland in large acreage parcels, in order to facilitate modern farming. If the agricultural parcels become too small, it becomes difficult to operate modern farm equipment on them. At present, there is some debate over what constitutes an acceptable minimum parcel size for agricultural use. Provincial authorities generally recognize 80 acres as being the general standard, as divisions of farmland into 80 acre parcels (half of a quarter section) can be registered in the Land Titles Office without any provincial or municipal subdivision approval. However, some municipalities are lobbying for this standard to be increased to 160 acres (an entire quarter section). The possibility exists that the current legislation may be changed to increase this standard.

B. NATURAL RESOURCES

1. GENERAL

The principal natural resources of the planning district are primarily related to the water systems. Of major importance are the water systems themselves, as water is of vital importance for domestic and agricultural use. In this regard, there are two systems to be considered - the subsurface groundwater systems (aquifers) and the surficial systems (rivers and streams).

Other natural resources, such as fish and wildlife habitat, are to a large extent related to the surface water systems. The condition of local fish stocks is dependent upon the condition of local surface water, and much of the wildlife habitat is found along the banks of the rivers and streams of the planning district. The rivers and streams also present opportunities for various recreational activities, such as boating and hiking trails. A detailed discussion of the existing resources in the planning district, and the various resource planning issues, may be found in the background report submitted by the Department of Natural Resources. The following discussion incorporates some of the key factors presented in their report.

2. GROUNDWATER

Groundwater is an important resource for rural residents living in the planning district, as the rural population is dependent upon the groundwater as a source for domestic and agricultural purposes. Although the Town of Souris presently relies upon the Souris River as a source for the municipal supply, there have been several problems experienced with the quality of this water, and difficulties in providing a desirable level of water treatment. Some preliminary investigations have examined the feasibility of developing an alternate water supply source, utilizing groundwater from an area located several miles north-west of Souris. Although the costs of developing this alternate source are very high, the Town of Souris is now seriously considering the development of this alternate source. It is therefore in the interests of the Town to ensure that this alternate source is protected for future use.

Groundwater availability in the planning district varies over a wide range - in some areas, a large quantity of fair to good quality groundwater is readily available and in other areas, the supply is minimal and the quality very poor. In the north-western part of the planning district, groundwater is readily available from shallow sand aquifers. As well, groundwater is fairly readily available within a 2 to 3 mile wide zone along the north side of P.T.H. No. 2, east of Souris. In the rest of the area north of the highway, aquifers are formed by scattered lenses of sand, gravel, and fractured zones in the shale bedrock. Water supply from these aquifers is generally satisfactory for domestic and farm purposes. In the area south of the highway, the most common aquifers are fractured shale zones in the bedrock, with low yields of water of generally poor quality.

There are two general concerns related to groundwater. The first concern is to ensure that the quality of groundwater remains at an acceptable level for future use, and does not become contaminated by various surface activities.

In most of the eastern half of the planning district, the aquifers are overlain by sufficiently thick low permeability surficial deposits to prevent pollution of the aquifers. However, in extensive areas of the western half of the planning district, the aquifers are at a shallow depth and are subject to pollution by infiltration from the surface. Activities that may cause groundwater pollution under normal operating conditions, or by accident, should not be permitted in the groundwater pollution hazard unless it can be proven by adequate field investigations that the proposed activities will not cause pollution. In the planning program, it is therefore important to recognize the risk areas for groundwater pollution, and to prevent developments which might contaminate the groundwater (e.g. enterprises involving the storage of chemicals and fuels).

The second concern related to groundwater is to ensure that the groundwater source is not depleted by excessive pumping. At the present time, there is no major use of the aquifer for projects such as municipal water supply or irrigation. Under the Water Rights Act, provincial authorities are responsible for licencing major users of water, and for managing the resource in a manner which will not lead to its depletion.

3. SURFICIAL WATER SYSTEMS

The Souris River and its tributary drainage systems are the major surficial water features in the planning district. The Souris River originates in south-eastern Saskatchewan, and loops southerly into the United States before returning to Canada at Melita. By the time the river reaches the Town of Souris, much of the water has travelled through several hundred miles of farmland and several urban areas, including the City of Minot, North Dakota. The Souris River system empties into the Assiniboine River east of Wasanesa, and the water in this system ultimately travels into Lake Winnipeg and Hudson Bay. Plum Creek, the major tributary in the planning district, originates in the Oak Lake-Plum Lakes area, and flows easterly to join the Souris River at the Souris townsite. In addition, there are a number of lesser tributary systems and drains located within the planning district.

The Souris River experiences considerable variation in water quality and quantity. To some extent, these are seasonal variations caused by climatic factors. For example, in the spring, the river is generally characterized by a high volume of flow with fairly turbid water. In the late summer and fall, there are lower volumes of flow, and an increased level of biological material (such as algae) in the water.

In recent years, there has been considerable controversy over various upstream developments, and their impact on the watershed. Of particular concern was the proposed Garrison Diversion Project in the United States. This project proposed the transfer of water from the Missouri River system (in the Gulf of Mexico drainage basin), to the Souris and Red River system (in the Hudson Bay drainage basin). This raised a number of concerns in terms of additional nutrient loading in the Souris River, as well as the invasion of aquatic species which would be detrimental to fisheries. Although there has not been much publicity concerning the Garrison project within the past several years, it is generally understood that those components of the project which involve the inter-basin transfer of untreated water have been abandoned.

The completion of several projects in south-eastern Saskatchewan is anticipated in the near future. These consist of the Rafferty and Alameda reservoirs, located on the upstream reaches of the Souris River system. These proposed projects have also generated some controversy. Ultimately, upstream storage reservoirs such as these could have some benefits for the Souris-Glenwood Planning District. Firstly, the controlled release of water from these reservoirs throughout the year could increase the volumes of flow at times of the year when volumes are usually very low (e.g. fall and winter). Secondly, these reservoirs could retain a significant amount of spring runoff in upstream areas, thereby reducing the severity of flooding in downstream locations.

To some extent, the water quality problems in the river are attributable to activities and developments on lands adjacent to the river. For example, field cultivation up to the banks of the river, and improperly constructed drainage systems could discharge excessive amounts of soil and silt into the river, thereby contributing to its turbidity. Large scale cattle operations along the banks of the river could also contribute to the pollution of the water via runoff from manure. These concerns are common to many watersheds throughout the prairies, and require greater leadership and involvement by senior levels of government if they are to be satisfactorily resolved.

The control of land use and development, however, is viewed as largely a municipal responsibility. It is possible for the Souris-Glenwood Planning District, through the use of appropriate planning programs and policies, to exert considerable influence over future land use and development in the vicinity of the river system, and thereby to protect the major waterways from further deterioration within the planning district. Landowners can be encouraged to retain vegetative buffers along the banks of the waterway, in order to hold back some of the runoff, and to minimize the impact of erosion and siltation. Through zoning regulations, certain development which might pose a major threat to the aquatic ecosystem could be prevented from developing along the banks of the river (such as large cattle operations and bulk fuel or fertilizer operations).

Through its public works program, the municipality can influence the environment along the river. Perhaps the best way to do this would be to minimize the development of any additional roads in the immediate vicinity of the river. This would keep the riverbank areas relatively inaccessible to vehicular traffic, and thus relatively unsuitable for development. In addition, there would be no additional runoff and sedimentation resulting from the process of new road construction, or on a continual basis from the drainage ditches which would be built along the sides of such a road.

Another aspect of the surficial water systems is the threat of flooding. In the rural areas, there is not a significant amount of development which is located in areas which are subject to flooding, primarily because most of the riverbank areas are relatively inaccessible (due to terrain and the lack of developed roads). Nonetheless, it is considered to be in the best interests of the landowners to prevent situations where buildings and structures may be damaged as a result of flooding. Flooding is not generally considered to be an insurable risk by the insurance industry, as it is a risk which can be anticipated and avoided. It is also in the interests of all levels of government to prevent development in flood areas, as flooding victims usually turn to government for financial assistance, in the form of emergency relief and for the repair or replacement of structures damaged by flooding.

4. FISHERIES

As indicated in the background report of the Department of Natural Resources, the fisheries resources in the area are quite limited. Popular sportfish such as northern pike, walleye, and perch may be found, along with coarse fish such as suckers and bullheads. The condition of the local fishery is wholly dependent upon the condition of the aquatic environment in the local rivers and streams. Major fluctuations in water quality and the volume of flow during the year create conditions which are not very favourable for the survival of fish populations, and winterkill is a major constraint on this resource. This situation might improve however, with the upstream construction of the Rafferty and Alameda reservoirs, which could increase volumes of flow during winter months, thereby creating more favourable overwintering conditions for fish stocks.

As indicated above, the condition of the aquatic habitat is significantly influenced by activities and developments on adjacent lands. Water quality can be significantly impaired by erosion and siltation, nutrient loading, and careless drainage practices. Any measures taken to minimize or reverse these factors will contribute to a more satisfactory aquatic habitat for fish stocks.

5. WILDLIFE

Wildlife is considered to be an important resource for a number of reasons. Many people enjoy wildlife purely from a visual or aesthetic point of view. Some are interested in wildlife for its hunting potential.

The wildlife of the planning district can generally be considered in terms of several major groups. Perhaps the most important group is the ungulate group, which in the Souris-Glenwood Planning District, consists primarily of white-tailed deer. Elk and moose have occasionally been sighted in the area, but these are considered to be transient animals which have wandered into the area from elsewhere. The best wildlife habitat in the planning district is considered to be the Souris River valley, with its wooded areas which provide cover, and its abundant water supply. The wooded areas north-west of Souris are also considered to be good habitat areas.

Waterfowl are not considered to be a significant resource within the planning district, primarily due to the lack of habitat. There are no large marshes or significant wetlands in the planning district. There are some small slough areas in the northern portion of the planning district which are capable of supporting small populations of ducks. The presence of waterfowl in the planning district is usually a result of seasonal migrations, when the birds are using larger waterbodies in the region as staging areas (e.g. Whitewater Lake, and the Alexander-Griswold marsh).

Due to the extensive amount of agricultural land in the planning district, there is a relatively small amount of habitat suitable for furbearing animals. Although various furbearing animals exist in the planning district, they are not considered to be abundant.

Most species of wildlife require wooded habitat. The Souris River Valley is considered to be the most favourable wildlife habitat in the district, and the wooded areas north-west of Souris are also considered to be important.

One of the most effective measures in any wildlife management program is the provision of habitat. The planning program for the Souris-Glenwood Planning District can encourage the protection of existing habitat areas, primarily along the Souris River. Additional wildlife habitat can also be created through various programs. For example, various road allowances which are seldom used or unimproved could be established as wildlife corridors, through the establishment of tree cover and native grasses.

6. OUTDOOR RECREATION

Many outdoor recreational pursuits are directly related to the available natural resources in the area. Waterborne activities such as boating and fishing depend upon the condition of the waterways. Other recreational activities usually require some other form of natural resource, such as scenic wooded areas, varied terrain, etc. The Souris golf course, located along the banks of Elgin Creek south of the community is an example of this.

The best opportunities for outdoor recreational development are linked to the Souris River Valley and the Plum Creek area in the vicinity of Souris, where there is considerable topographic variation, an abundance of trees, the aesthetic features of the waterways, and the presence of various man-made features. It is considered desirable to maintain a high level of environmental quality in these areas in order to preserve the existing amenities of the area, not only for existing recreational use, but also for any future recreational development that might occur. One of the most effective means of achieving this is through zoning measures which would prevent the intrusion of development which would be considered incompatible with the aesthetic conditions in these areas (such as an industrial development).

C. AGGREGATE RESOURCES

Sand and gravel deposits are important resources for the construction industry. These deposits provide an essential material for gravelled and paved road surfaces, and for concrete used in building construction. The cost of obtaining suitable aggregate depends on its proximity to the construction site, its relative abundance, and the amount of processing required (screening, washing, etc.). As the distance from the supply to the point of use increases, the costs of hauling increase, which increases the cost of the material, and ultimately, the cost of the project.

In 1977, Underwood McLellan and Associates prepared a comprehensive study of the sand gravel resources throughout 15 rural municipalities in south-western Manitoba. This study identified several aggregate deposits in Sections 34 and 35 in Township 7 Range 21 (located east of Souris) which had estimated reserves of 2.8 million metric tonnes. According to this study, the R.M. of Glenwood is among 6 municipalities which will have depleted local aggregate deposits by the year 2026.

In comparison with other municipalities, the R.M. of Glenwood is therefore considered to have a relative scarcity of aggregate resources. This would suggest that the resource should be used efficiently and that measures should be taken to preserve as much of the resource as possible for future use.

A background report submitted by the Department of Energy and Mines confirms the location of the major aggregate deposits east of Souris, and contains recommendations indicating how this resource can be best conserved and utilized. In order to preserve this resource for future use, it is recommended that no permanent buildings or structures such as roads and transmission lines, be located on top of or in close proximity to these known deposits. Given the close proximity of the Town of Souris, this would preclude any future expansion of the community in a south-easterly direction beyond the hospital and the agricultural grounds. Furthermore, it would be desirable to retain a suitable separation distance between the built-up portion of the community and future extraction areas, in order to minimize nuisances such as dust and noise.

D. RURAL DEVELOPMENT TRENDS

1. RURAL SETTLEMENT AREAS

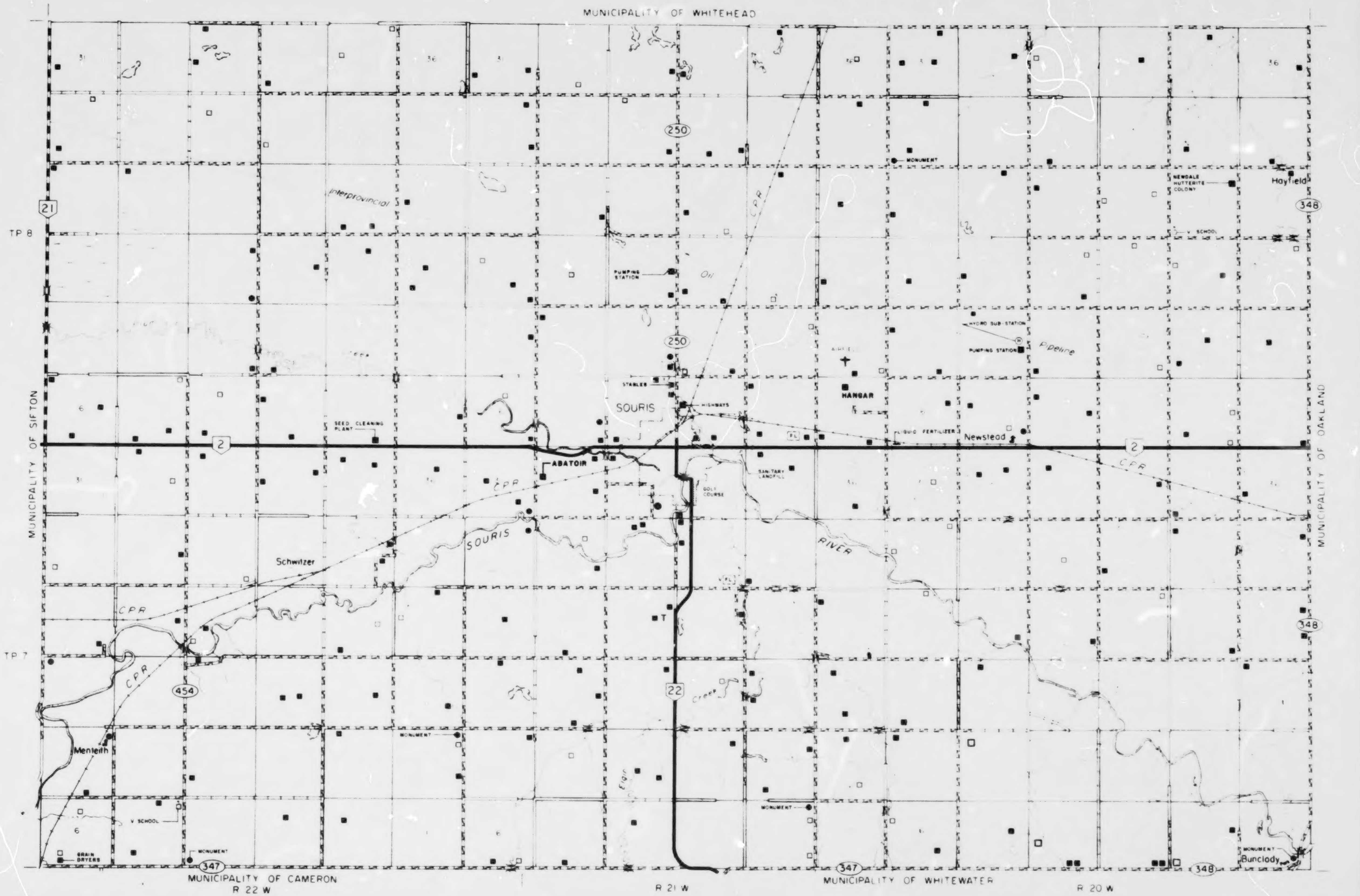
MAP 5 provides a good indication of settlement patterns in the rural area. The Town of Souris is the major settlement in the Souris-Glenwood Planning District. In terms of population, the second largest settlement area in the planning district is the Newdale Hutterite Colony, located in the north-eastern portion of the municipality. This is a rather unique form of settlement formed by members of a distinct cultural group, living in a communal atmosphere and operating along similar lines as a corporate farm. Due to its unique cultural characteristics, the colony tends to be very isolated from the day-to-day life of the rest of the planning district.

Other than this, there are no significant settlement areas in the planning district. Although many maps indicate the existence of communities such as Hayfield, Bunclody, Newstead, Schwitzer and Menteith, these areas can not be considered as significant settlement areas. The only remaining evidence of a community at Hayfield is a general store which appears to have been converted into a dwelling. The only remnant of a settlement at Bunclody is a residence and a municipal park along the banks of the Souris River. The other places - Newstead, Schwitzer and Menteith - are railway sidings. A small grain elevator and a residence (presumably for the elevator manager) are located at Menteith. Within the past several years, the elevator at the Newstead siding was removed, but a residence still remains. There is no existing development at Schwitzer.

In summary, there are no significant settlement clusters, other than the Hutterite colony in the rural area of the planning district. In considering population and settlement trends, it seems unlikely that there will be any significant demand for the development of any rural settlement clusters, whether in the form of small communities, or clusters of residential acreage parcels.

2. SUBDIVISION TRENDS

In the rural areas, subdivision trends are a major indicator of rural development trends. The subdivision trends for the 1976 - 1988 period in the R.M. of Glenwood are illustrated in TABLE 7.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Interprovincial
Oil
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CPR
SOURIS
RIVER
Creek
Elgin
Hayfield
NEWDALE HUTTERITE COLONY
SCHOOL
MONUMENT
PUMPING STATION
HYDRO SUB-STATION
AIRFIELD
HANGAR
STABLES
HIGHWAYS
LIQUID FERTILIZER
Newstead
SEED CLEANING PLANT
ABATOIR
SANITARY LANDFILL
GOLF COURSE
FL
T
Schwitzer
Menteith
V SCHOOL
GRAIN DRYERS
Bunclody

SOURIS-GLEN
PLANNING DIS

DEVELOPMENT

BACKGROUND

Rural
Land Use

LEGEND

- ● Small Holding (non-
- ▪ Farm Site
- □ Farm Site (vacant)
- T Mobile Home
- School Site (vacant)
- Golf Course
- ■ Building As Described
- Grain Elevator
- Ⓗ Hydro Sub-Station
- FL Feed Lot

Road Designations:

- Undeveloped Road Al
- Trail
- Improved Earth Road
- Gravel Road
- Pavement

NOTE: FIELDWORK DONE JUNE

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SCALE

Manitoba
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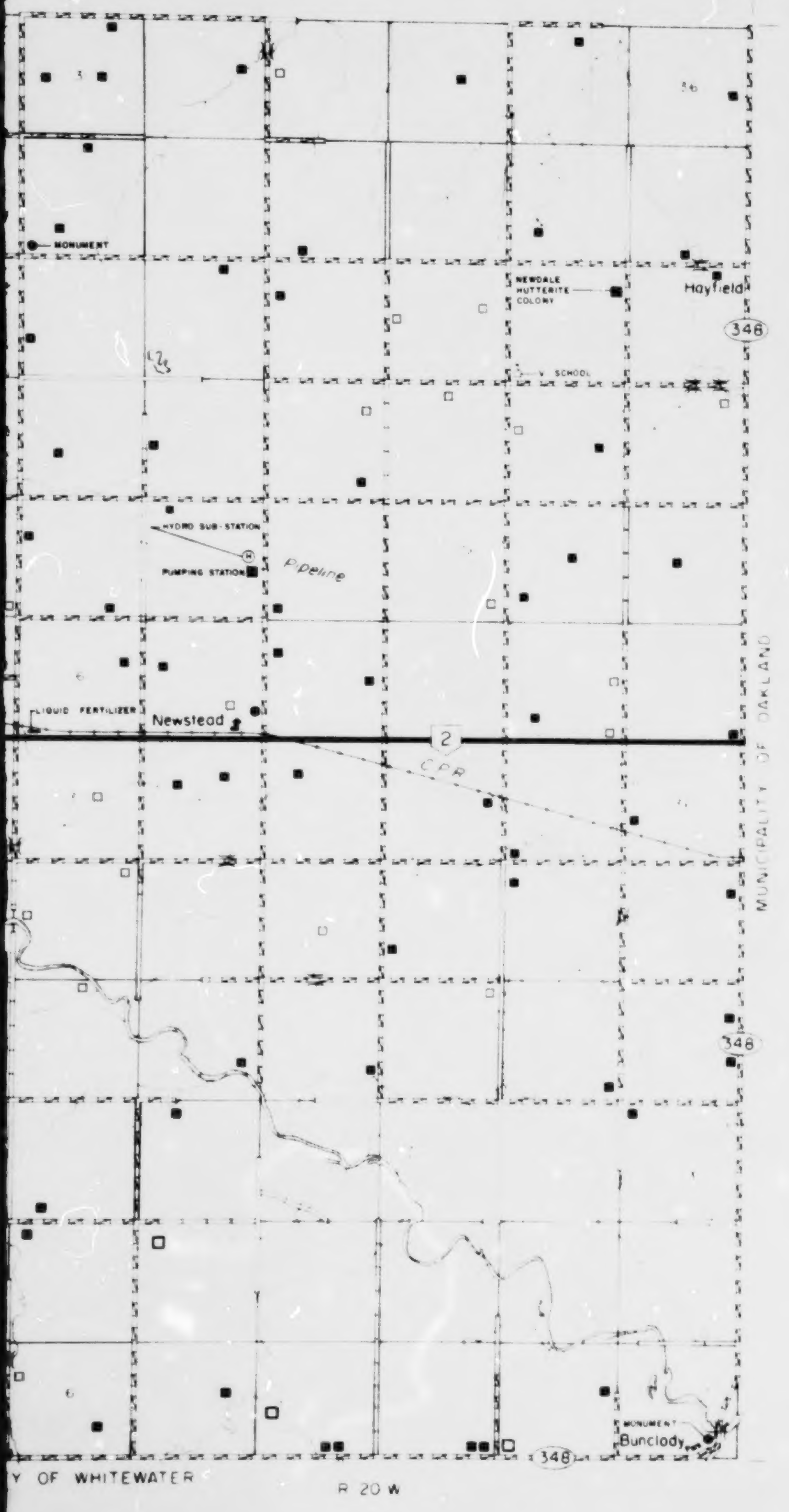
DATE. FEBRUARY/1989

DRAWING No. 924-83-101D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SOURIS-GLENWOOD PLANNING DISTRICT

DEVELOPMENT PLAN

BACKGROUND STUDIES

Rural

Land Use

LEGEND

- ● Small Holding (non-farm)
- ■ Farm Site
- □ Farm Site (vacant)
- T Mobile Home
- School Site (vacant)
- Golf Course
- ■ Building As Described
- Grain Elevator
- Ⓗ Hydro Sub-Station
- Feed Lot

Road Designations:

- Undeveloped Road Allowance Or Section Line
- Trail
- Improved Earth Road
- Gravel Road
- Pavement

NOTE: FIELDWORK DONE JUNE 1986

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SCALE IN MILES

Manitoba
Municipal Affairs
Municipal Planning

DATE. FEBRUARY/1989

DRAWING No. 924-83-101D

MAP 5

TABLE 7

SUBDIVISION TRENDS IN R.M. OF GLENWOOD

Type of Subdivision	No.
Farmstead Subdivisions	20
New Rural Residential Sites	8
Agricultural Parcels	3
Agricultural-Industrial	1
Minor Boundary Adjustments	6
Miscellaneous (withdrawn)	4
Total	42

Source: Municipal Planning Branch subdivision records.

The farmstead subdivisions are situations where existing farmsteads are separated from the balance of the adjacent agricultural lands. Most of these subdivisions have involved parcels ranging from 5 to 10 acres in size, with several as small as 2 acres and some as large as 40 acres. In approximately half of these situations, the farmer was retiring, and wished to retain ownership of his home, while selling the balance of the farmland. In the other half of the applications, the farmsteads were vacated and were not needed by the subsequent owners of the agricultural property, and were offered for sale to non-farm families. In most of these cases, the subdivision of the farmsteads has not been of particular concern. However, there are some instances where the acreage involved was quite large. This raises concerns about the future use and maintenance of the property. Where the typical parcel size is anywhere from 20 to 40 acres, such a parcel is considered to be too small for modern farming practice, yet too large for maintenance with standard lawn and garden equipment.

In situations where new rural residential sites have been approved, over half of these have been related to the existing farm operation. This typically involves a situation where the farmer's son wished to create a separate residential parcel adjacent to the farm yard occupied by the parents, or where a retiring farmer wished to create a new residential site for a new home adjacent to the existing farm house.

The subdivision of the agricultural parcels as indicated on the table is not of particular concern. This usually involved situations where small areas of agricultural land were transferred from one farmer to another in order to improve the land ownership pattern in situations where the land was physically divided by a highway, railway, waterway or some other physical feature.

The agricultural-industrial subdivision involved the creation of a site several miles east of Souris for the development of an anhydrous ammonia storage facility. The boundary adjustments reflect changes to the boundaries of pre-existing developments, with the most significant of these being the golf course.

In comparison with some other rural municipalities in Manitoba, there is not a particularly strong trend for the subdivision of land and the development of rural residential acreages in the R.M. of Glenwood. In addition, there is no particularly strong pattern to the subdivisions which have occurred, as they have been distributed fairly randomly throughout the municipality.

3. VACANT FARMSTEADS

As previously indicated, the trend in agriculture has been towards farm consolidation - fewer farmers with larger farm acreages. The inevitable consequence of this trend is an increase in the number of unoccupied farmsteads in the rural area. According to a survey undertaken in 1986, there were approximately 50 vacant farmsteads in the R.M. of Glenwood. In many cases, the buildings were in a state of disrepair and neglect, and in some cases, buildings were in a state of near-collapse. Over time, it is anticipated that some of these will ultimately be removed, and the land cleared for agricultural purposes as part of the adjoining fields. In other cases, the buildings may be reoccupied by non-farm families, although the demand for this is relatively low. In view of the surplus of farmyards and the relatively low demand for rural residential development, it is recommended that wherever possible, new rural residential development should be directed to these farmsteads. The new owners will derive some benefit from established shelterbelts and other features of the site, and additional farmland will not be taken from production.

4. MOBILE HOMES

An issue which has been raised by local officials concerns the development of mobile homes in the rural area. Perhaps one of the most important thing to bear in mind is the fact that mobile homes represent a form of temporary, inexpensive housing, which provide some flexibility in farm operations. In the transitional period when a son is taking over the family farm, it may be advantageous for him to occupy a mobile home on the farmyard for several years, until the parents vacate the farm house and move elsewhere. At that point in time, the mobile home can be sold and relatively easily removed from the property. Mobile homes can also be readily utilized for hired labour on the farm. The usual approach in situations such as this is to consider the mobile home as being an accessory residence for the farming operation. In these situations, the mobile home should be located within the existing farm yard, so that it does not remove additional cultivated acreage from agricultural use. Also, the mobile home should be sited in the farm yard in a manner which would allow subdivision within the farmyard at some future time, should the need arise.

5. THE SOURIS FRINGE AREA

The fringe area of a community refers to the area immediately outside of the town's boundaries. Although the town limits are a very precise line, the interests of the town do not necessarily stop at this line. In fact, it is very common to find a number of urban related developments beyond this boundary. Some types of development which may be found in the fringe area include various commercial or industrial facilities (such as implement dealerships), recreational facilities (golf courses, etc.), transportation facilities (airfields, railyards, etc.) as well as various public infrastructure (sewage treatment plants, water supply reservoirs, and waste disposal sites). Thus the fringe area is considered to be a wide "belt" around the community within which the interests of the urban community overlap the interests of the rural community. The fringe area is considered to be an area of mutual interest for several reasons:

(a) From the rural municipality's point of view, it is important to retain traditional farming interests in this area.

(b) It is also important to ensure that any development that might occur in the fringe area is reasonably compatible with existing and future development inside the community. For example, if a livestock feedlot, or a major industrial development is located too close to existing (or future) residential areas, there will inevitably be problems with noise, odours, and other factors. Depending on the type of development that might occur, it may also present problems in terms of smoke, noise, truck traffic or other concerns.

(c) The urban fringe area represents the long-term expansion area for the community's growth and development. If the area is allowed to be subdivided and developed with little consideration of its long-term potential for urban expansion, it effectively becomes unavailable for any long-term development opportunities.

(d) Another concern with fringe development is that it may eventually result in pressure to extend the town's services (sewer and water) to the area. Depending upon factors such as the location of existing service lines, this could become quite expensive.

In some cases, fringe development consists of urban types of development which capitalizes on a location adjacent to the community, yet benefits from lower rural costs. This creates inequities in the taxation system, with the same type of development paying lower taxes in the rural area than its competitor in the urban area. As a final point, a strong trend of fringe development tends to undermine urban land values, and at the same time to inflate agricultural land values.

As indicated on MAP 6, the Town of Souris has a very irregular boundary, which follows the boundaries of a number of parcels in the area (rather than following relatively standard features such as road allowances and quarter section lines). A significant amount of urban-related development has occurred outside of this boundary, primarily in Sections 3 and 4 in Township 8 Range 22, and in Sections 33 and 34 in Township 7 Range 22.

The area to the north of the community has been subdivided into a number of parcels with various types of development. The Department of Highways equipment yard, a telecommunications tower, the Souris-Glenwood cemetery and a mobile home park containing 11 mobile homes are located in this area. In addition, there are approximately 6 homes located on acreage parcels located north of the town. A large railway yard is located to the north-east of the community. While there is not much development associated with this railway yard at the present time, it might form the nucleus for any future industrial development requiring railway service. C.P. Rail has indicated that the most favourable location for rural industrial development requiring railway service would be along the northern boundary of this railway yard.

Due to the irregular town boundary, there are several developments located between P.T.H. No. 2 and the Souris school. This area contains 3 residential parcels as well as the R.M. of Glenwood public works yard and the Souris Valley School Division school bus compound. The waste disposal site for Souris and Glenwood is also located adjacent to P.T.H. No. 2, approximately 1/2 mile east of Town. Various concerns with regard to this site are described in Section E.7 of this Part.

To the south-west of the community, the Souris-Glenwood Agricultural Society Grounds occupy approximately 27 acres of land, and provide an important recreational facility for the community. The golf course occupies approximately 59 acres of land along Elgin Creek approximately 1/2 mile south of the community. Several large gravel pits are also located south-east of the community and due to the presence of agates and other semi-precious stones, are considered to be a tourist attraction.

The area to the west of the community contains several residential acreages, an abattoir, and several cattle operations. The cattle operations are of some concern, as they generate odours which tend to drift into the community when the wind is blowing from the west. While it would be difficult to remedy this situation without significant cost or hardship, it is possible to prevent similar situations from occurring in the future through appropriate zoning controls.

While some significant fringe development has occurred, it is not a particularly serious problem at this point in time. Other communities, such as Virden, have had major problems as a result of fringe development. The old saying "an ounce of prevention is worth a pound of cure" is appropriate for planning, and particularly appropriate in planning for the fringe areas of existing communities. Although the problems may not be too severe at this time, it is important to prevent undesirable situations from arising, and to remedy any undesirable situations that may exist, if at all possible.

E. RURAL INFRASTRUCTURE

1. RURAL ROAD SYSTEM

The most important aspect of rural infrastructure is the rural road system. It provides the linkage between the residents living in the rural areas, and the various facilities and services located in Souris and other communities. Without the benefits of the present road system, the rural residents would live a very isolated existence, and would have difficulty in obtaining goods and services, as well as marketing agricultural commodities. In addition, it would be virtually impossible to provide emergency services such as fire fighting, police protection and medical service to rural residents without a highly developed road system.

For the most part, the rural road system follows the pattern of road allowances, based on the one mile survey grid, established in the latter portion of the 1800's. The road system deviates in several locations in order to account for terrain conditions, such as rivers and streams. As indicated in TABLE 8, this is a relatively highly developed system, with over 270 miles of road (almost 60 percent of the available road allowances) being developed for all-weather use.

TABLE 8
RURAL ROAD SYSTEM

TYPE OF ROAD	Miles	(% of total)
Length of Provincial Highway	30	(6.5)
Length of Provincial Road	42	(9.1)
Length of Municipal All-Weather	200	(42.3)
Length of Municipal Seasonal	80	(17.3)
Length of Unimproved	110	(23.8)
Total of Length of Road Allowances	462	(100.0)

Note: Figures include boundary roads on all sides, and are rounded to the nearest 5 miles.

Source: Municipal Planning Branch Land Use Maps

2. PROVINCIAL HIGHWAYS SYSTEM

Although the provincial highways system (Provincial Trunk Highways and Provincial Roads) provides only 15.6 percent of the rural road system within the Souris-Glenwood Planning District, this is considered to be an important part of the road system. This system provides the major "backbone" or framework for the municipal road system, with the municipal roads feeding traffic onto the more heavily used highway system. Some of the more strategic components of the transportation system, particularly the 3 bridges across the Souris River, are located on this highway system. The background report of the Department of Highways and Transportation describes the local highways system in detail, and contains recommendations for the proposed planning program for the Souris-Glenwood District.

The most important component of the provincial highway system is P.T.H. No. 2, the "Red Coat Trail", which passes in an east-west direction through the middle of the R.M. of Glenwood and the Town of Souris. This is a major regional highway, which carries traffic from southern Saskatchewan to Winnipeg. Other paved highways in the area include P.T.H. No. 21 which is located north of P.T.H. No. 2 along the western boundary of the municipality, and P.T.H. No. 22 which extends south from Souris to Elgin.

In addition, there is a system of provincial roads, which are considered to be a secondary part of the provincial highway system. P.R. No. 250 extends north of Souris to the Trans Canada Highway, and beyond to Rivers and Newdale. P.R. No. 347 and P.R. No. 348 are located along the southern and eastern boundary of the R.M. of Glenwood. In addition, P.R. No. 454 is located in the southwestern portion of the municipality.

All of the rural segments of the Provincial Trunk Highways located in the planning district are classified as limited access highways under the Highways Protection Act. The provincial Highway Traffic Board has jurisdiction over matters such as access to these highways and the location of buildings and structures within 125 ft. of the edge of the right-of-way of these highways. In addition, there is a 1,000 ft. control circle located at the intersection of P.T.H. No. 2 and P.T.H. No. 21.

In the case of the secondary provincial road system, highway access and construction within 125 ft. of the right-of-way are regulated by the regional engineering staff of the Department of Highways.

The Department of Highways does not favour residential, commercial or industrial developments at random or scattered locations along the highway system, as this tends to decrease the safety and efficiency of the highway at these locations. In order to maintain the efficiency and safety of these corridors, it is recommended that any such developments be clustered in areas that have already experienced a substantial amount of development, rather than creating new nodes of development in the countryside.

3. MUNICIPAL ROADS

As indicated in TABLE 8, there is an extensive network of roads under municipal jurisdiction in the rural area, with approximately 200 miles of municipal all-weather road and approximately 80 miles of seasonal road.

This represents a considerable investment in terms of construction costs over the past years. In addition, these roads require a considerable annual expenditure for maintenance. According to 1986 information, $293,730 was spent for transportation purposes in the R.M. of Glenwood, which represents 31 percent of the municipal budget. This is the municipality's second largest area of expenditure, second only to education (which consumes approximately 49 percent of the municipal budget).

The typical costs for new road construction vary between $12,000 to $17,000 per mile, according to a recent study done in the Cypress Planning District. Obviously, the construction of new road has a significant capital cost, as well as continuing annual costs for maintenance. In considering proposals for new development, it is important to ensure that the proposed development is adjacent to an all-weather road. In this way, no additional costs will be incurred to service new development, and greater use will be made of the existing road system.

As previously indicated, there is a declining population in the rural area, accompanied by a trend of farm consolidation into larger farming units. This means that these annual transportation costs are being spread among fewer ratepayers than in previous years. In addition, the trends also indicate fewer homes in the rural area. This would suggest that there may be some excess capacity in the rural road system. Some roads may have actually diminished in importance, as a result of farm consolidation and the abandonment of some farm yards.

As a long-term planning strategy, it may be useful to develop a long-term transportation plan. Such a plan would identify a basic road system which would be maintained (and upgraded) as an all-weather road system. Such a plan would also identify those roads which could be "downgraded" to seasonal roads for farm equipment. Of course, this would mean that the standard of maintenance on these roads would be allowed to decline. Such a plan would retain a key framework of essential roads to provide an acceptable level of service, and would stabilize or reduce future road maintenance costs.

4. RAILWAYS

C.P. Rail is the only railway with facilities located in the Souris-Glenwood Planning District. The Estevan line is considered to be the major line, providing rail service from south-eastern Saskatchewan and south-western Manitoba through the Souris-Glenwood area to Brandon. There are two major types of traffic on this line - the grain movements from this agricultural area to the Lakehead terminals, and the movement of coal from the Saskatchewan coal fields to the Manitoba Hydro generating station in Brandon. The average train size is from 75 to 90 cars for grain trains, and up to 110 cars for coal trains. There is a relatively high volume of traffic on this line, with an average of four trains per day. The volume of traffic is reasonably stable throughout the year, and decreases in winter grain movements are offset by increases in coal shipments.

The Glenboro line extends east from Souris through Glenboro to Winnipeg. This is essentially a grain transportation route, with an average of 2 trains per week.

Both of these railway lines are considered to be in relatively good condition. These lines are also considered to be important components of the regional grain transportation system, and it is unlikely that any rail line abandonment will occur in the Souris-Glenwood Planning District in the foreseeable future.

Factors such as noise and vibration are inherent characteristics of railway operations. It is therefore considered to be undesirable to locate residential structures in the immediate vicinity of existing railway lines. In considering the development of lands adjacent to railway lines, it would be prudent to provide for suitable setbacks for residential structures. In addition, level railway crossings are considered to be particularly dangerous locations, with a significant risk of vehicular accidents. It is desirable to maintain as much visibility as possible at all level railway crossings.

5. MUNICIPAL AIRFIELD

During World War II, an airfield was constructed 2 miles east of Souris for the purpose of training Allied air crews. After the war, most of the buildings were dismantled, and the property was eventually transferred to the R.M. of Glenwood. The runways still remain, and 2 are in use at this time. The airfield continues to be used as a facility for small pleasure aircraft and commercial crop sprayers. This airfield is considered to be an important community facility, and local officials are attempting to encourage greater use and development of the airport facilities.

The operations of an airport facility can be adversely affected by inappropriate development on adjacent lands. Within the past 5-10 years, there have been at least 2 situations where airport operations have been adversely affected by adjacent development. At Chatham, Ontario and Swan River, Manitoba, adjacent farmers constructed grain silos adjacent to the end of a runway. Tall structures such as this represent a hazard to low-flying aircraft in the vicinity of the airport. Although Transport Canada is the federal authority regulating matters relative to air transportation and airport licensing, the current planning program should explore ways to prevent similar incidents from occurring at the municipal airfield in the Souris-Glenwood Planning District. Certain types of birds represent a significant hazard to aviation, and it is also important ensure that developments which would attract significant numbers of birds should not be located too close to the airfield.

5. INTERPROVINCIAL PIPELINE

The Interprovincial Oil pipeline carries oil from the Edmonton area to eastern Canada. This pipeline system traverses the northern portion of the municipality in a slightly south-easterly direction. The right-of-way for the pipeline is 60 feet in width, and contains 4 different pipelines. The original pipeline was installed in the early 1950's, and 3 additional pipelines have been installed at different times since then. This pipeline facility is a well-established facility which has not created any major problems. It is important however, to prevent any construction activities in the vicinity of the pipeline area which may result in possible damage to the facility. Any structural damage to the pipeline could not only interrupt the supply to eastern markets, but could also cause some significant environmental damage, particularly if spilled oil finds its way into local water systems.

6. WASTE DISPOSAL SITE

The existing solid waste disposal site for Souris and Glenwood is located approximately 1/2 mile east of the Town. It is bordered on the north side by P.T.H. No. 2 and on the south side by the Souris River. This waste disposal site has been in operation for a number of years, and it has been estimated that it only has capacity for a few more years. Expansion of this facility does not seem feasible, due to the surrounding physical constraints, as well as several concerns with the present site. One concern is the proximity of the Souris River, and a second concern is that the existing disposal site constitutes a visual "eyesore" at one of the principal entrances to the community.

During the past several years, the Board of the Souris-Glenwood Planning District has been considering alternate sites for the development of a new waste disposal facility, and it is expected that the use of the existing disposal area will be discontinued in the near future. It will therefore be important to consider the rehabilitation of the existing site, in order to make the area more visually attractive. The former site should not be considered as a site for new building construction. Buried waste material will continue to decompose for a considerable period of time, and will produce methane gas as a product of decomposition. The experience of other communities has shown that former landfill sites are very unsuitable for any building construction, not only as a result of unstable soil conditions, but also due to the hazard caused by the slow release of methane gas.

PART IV

URBAN AREA

PART IV

URBAN AREA

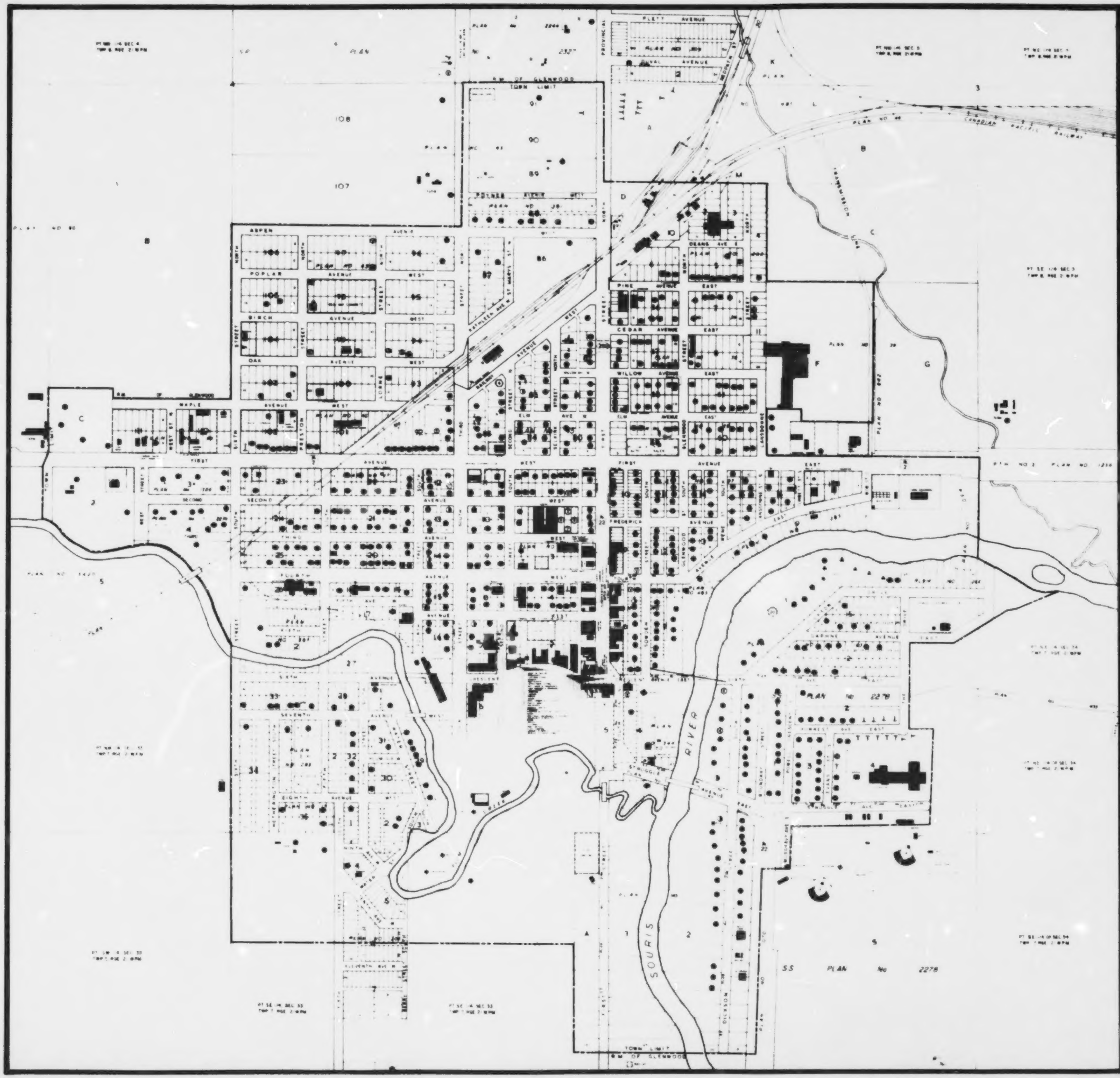
A. EXISTING LAND USE PATTERN

1. GENERAL ARRANGEMENT

During the latter decades of the 1800's, the location and layout of most prairie communities were largely determined by the railroad companies. The railroad surveyors established the location of new settlements at appropriate intervals along the newly established railway lines. These surveyors also determined the physical layout of the new communities, with the common pattern being the rectangular gridiron plan. The typical features of this plan consist of a rectangular network of streets running parallel with and perpendicular to the railroad, with the intervening blocks of land being approximately 500 feet in length. The railway station became the focal point of the community, and spawned the development of downtown commercial areas adjacent to the station grounds. Industrial development also clustered along the railway, either adjacent to or intermeshed with the downtown area. The Town of Souris was established prior to the coming of the railroad, and stands in marked contrast to this typical pattern. In fact, the railway was developed after much of the layout of the community had previously been determined by other factors.

One of the major features which has influenced the layout of Souris is the original survey of this portion of the prairies into the township system during the 1870's and early 1880's. This system features square sections of land (measuring one mile along each side) separated by a network of road allowances 99 feet in width, with the roads running in an east-west and north-south direction. Two of these road allowances - First Avenue and First Street - formed the major crossroads of the community and eventually became part of the provincial highway system (P.T.H. No. 2, P.T.H. No. 22, and P.R. No. 250). The rectangular gridiron survey plans, which form the system of streets and blocks in Souris, were subsequently arranged so that the new streets ran parallel with and perpendicular to the pre-existing road allowances. The overall plan of the community can therefore be generally described as a series of streets and blocks oriented around the road allowances, with modifications to the pattern along the banks of the rivers. as shown on MAP 6.

The Plum Creek - Souris River system has also been a major determinant of the community's development. The community evolved along the banks of these rivers, making them an important and attractive centrepiece of the community. Indeed, the downtown area of Souris is developed along a curved street (aptly named Crescent Avenue) and is exposed to a southern vista across the Plum Creek Valley - a strikingly attractive juxtaposition of town centre and natural environment which undoubtedly originated from the nineteenth century tradition of urban design in England. The organization of the Town around the river system, and the relationship of the downtown area to the river system gives Souris a uniquely attractive character which is unequalled in most prairie communities.


R.M. OF GLENWOOD
TOWN LIMIT
ASPEN AVENUE
POPLAR AVENUE
BIRCH AVENUE
OAK AVENUE
MAPLE
FIRST AVENUE
SECOND AVENUE
THIRD AVENUE
FOURTH AVENUE
FIFTH
SIXTH AVENUE
SEVENTH
EIGHTH AVENUE
NINTH
ELEVENTH
DEANS AVE
PINE AVENUE
CEDAR AVENUE
WILLOW AVENUE
ELM AVENUE
GLENWOOD
CANADIAN PACIFIC RAILWAY
SOURIS RIVER
SOURIS
DICKSON
PLAN NO 2278
108
107
90
89
86
34
30
32
33

SOURIS-GLENWOOD PLANNING DISTRICT

DEVELOPMENT PLAN

BACKGROUND STUDIES

Urban Land Use

LEGEND.

●	SINGLE FAMILY DWELLING
◑	TWO FAMILY DWELLING
③	MULTIPLE FAMILY OR APARTMENTS (No. SHOWN)
T	MOBILE HOME
▬	COMMERCIAL WITH DWELLING(S)
●	DWELLING WITH HOME OCCUPATION
▭	STORAGE OR BUILDING AS DESCRIBED
✦	WATER OR OTHER TOWER
■V	VACANT STRUCTURE
✝	CHURCH
•••	BULK STORAGE TANKS OR BINS
●	MONUMENT
⬚	AREA AFFECTED BY THE LAND USE

NOTE: FIELD WORK DONE 1986

400 200 0 400
SCALE IN FEET

Manitoba
Municipal Affairs
Municipal Planning

DATE: MARCH /1989

DRAWING No. 924-83-101F

MAP 6

The Plum Creek - Souris River System, while providing in attractive natural corridor through the community, also constitutes a "barrier" in the organization of the community, in terms of accessibility and the extension of services to all parts of the community. In fact the "swinging bridge" - a suspension bridge for pedestrians across the Souris River - could be considered as an historic attempt to cope with the accessibility problem, by providing a direct pedestrian link between the downtown area and the area east of the Souris River.

While the railway has not been a major determinant of the layout of the streets in Souris, it has played an important influence in the development of the community. The railway was established as a diagonal element across the pre-existing grid pattern, traversing the north-western portion of the community, from south-west to north-east, thereby creating some irregularly shaped parcels of land. The station grounds were located in the northern portion of the community and formed the focus for some industrial development. The railway also forms a type of "barrier", which tends to isolate the north-western portion of the community, in terms of access and the extension of services. Railroad operations also present significant concerns in terms of noise and vibrations, which tend to be somewhat unpleasant and which deter residential development in the vicinity of the railroad.

In summary, the Town of Souris, with its very irregular boundary, contains approximately one square mile of land. The physical arrangement of the Town can be considered in terms of a relatively large "central area" bordered on the east and south by the Souris River and Plum Creek, and bordered on the north-west by the railway. In addition there are three peripheral "subareas" - the north-west area (north-west of the railway), the south-west areas (south-west of Plum Creek) and the south-east area (south-east of the Souris River), each with its own set of unique characteristics and limitations.

2. RESIDENTIAL DEVELOPMENT

(a) General Considerations

The process of residential development in a community usually has two components. The first component is outward expansion from the developed area into an undeveloped area. This is the most commonly perceived form of growth, as it usually results in the transformation of agricultural land into a totally new residential area. Such areas cannot be developed without some significant costs (and occasional difficulties), particularly in terms of providing streets, sewers, watermains, drainage facilities, hydro and telephone service. These new areas also tend to be remote from various community facilities, particularly the central shopping area, and schools or recreational facilities which may be located on a large site on the opposite side of the community.

The second component of residential development is the replacement of older houses and infilling in the established residential areas. Infilling is a process by which one or two large lots are replaced by several smaller lots. This process is not as commonly perceived as new expansion, but it can significantly add to the number of housing units in a community.

Infilling occurs along established streets and services. Since no major service installations are required, infilling is a very economical form of development, as it makes more efficient use of existing services. In addition, infilling situations, in some cases, may occur in close proximity to established community facilities and shopping areas. In the case of Souris, the most notable example of infilling is the former school site located adjacent to First Avenue.

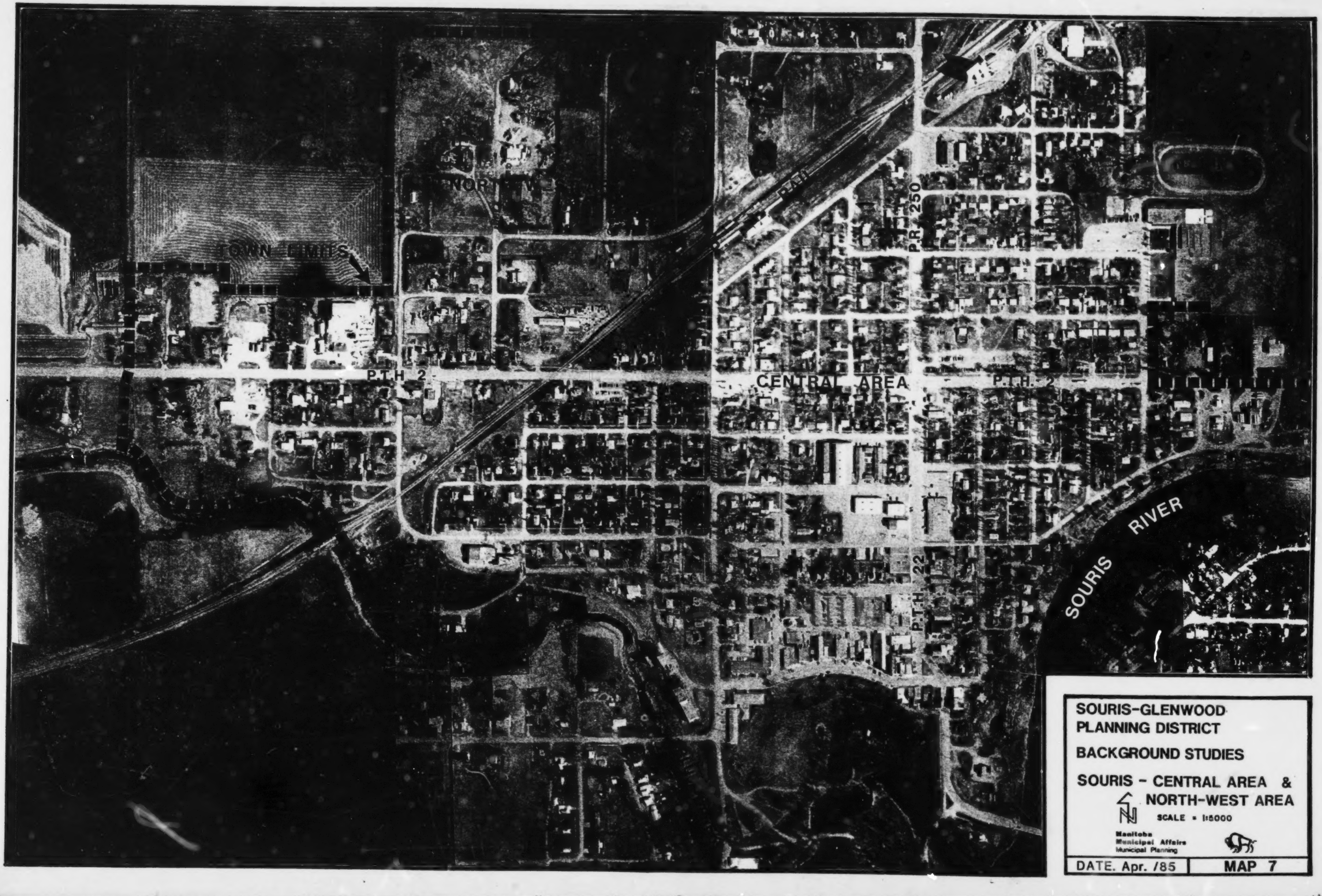
(b) Residential Development Trends

A major portion of the developed land in Souris has been developed for single-family housing. According to a recent survey, there were approximately 620 single-family homes in the community.

(i) The central area, as indicated on MAP 7, contains approximately 410 single-family homes, as well as several duplexes, fourplexes and mobile homes. This area is more fully developed than the outlying areas, with typical densities in excess of 4 homes per gross acre, and typical lot frontages ranging from 49 to 75 feet. This area contains a variety of housing styles, with a blend of bungalows and older 2 story brick homes. The highway system and its related commercial development (along First Avenue and First Street), tends to divide this large central area into several smaller subareas. Several industrial developments, the school and the downtown area are found at various areas on the periphery of this central area. The future prospects for any future residential development in this area are limited to the few scattered vacant lots which remain, as well as several opportunities for infilling and replacement of older housing.

(ii) The north-west area, as illustrated on MAP 7, contains approximately 45 existing residences north of First Avenue (P.T.H. No. 2), and 20 residences south of First Avenue (P.T.H. No. 2). With the exception of the areas adjacent to and south of First Avenue, the north-west area is relatively loosely developed, and houses tend to be randomly scattered throughout the area. The amenity of the area is diminished by the proximity of the railway, and several industrial developments. Due to the large amount of vacant land in this area, much of which is owned by the Town of Souris, there are good prospects for future residential development. However, there would also have to be provisions for the extension of conventional sewer and water services into most of this area. This area could accommodate well over 100 additional homes between the highway and Aspen Avenue.

(iii) The south-east area, as illustrated on MAP 8, contains approximately 100 single-family homes, as well as several duplexes and 11 mobile homes. Most of the houses in this area are generally newer bungalow style, with some older brick homes along the river. The lot sizes in this area are generally larger, with typical frontages of 75 ft. and with typical densities of approximately 3.5 homes per gross acre. The location of the bridge provides good access to the downtown area, but does not provide for easy access to the school, which


NORTHVIEW
TOWN LIMITS
P.T.H. 2
RAIL
P.R. 250
CENTRAL AREA
P.T.H. 2
P.T.H. 22
SOURIS RIVER

SOURIS-GLENWOOD PLANNING DISTRICT

BACKGROUND STUDIES

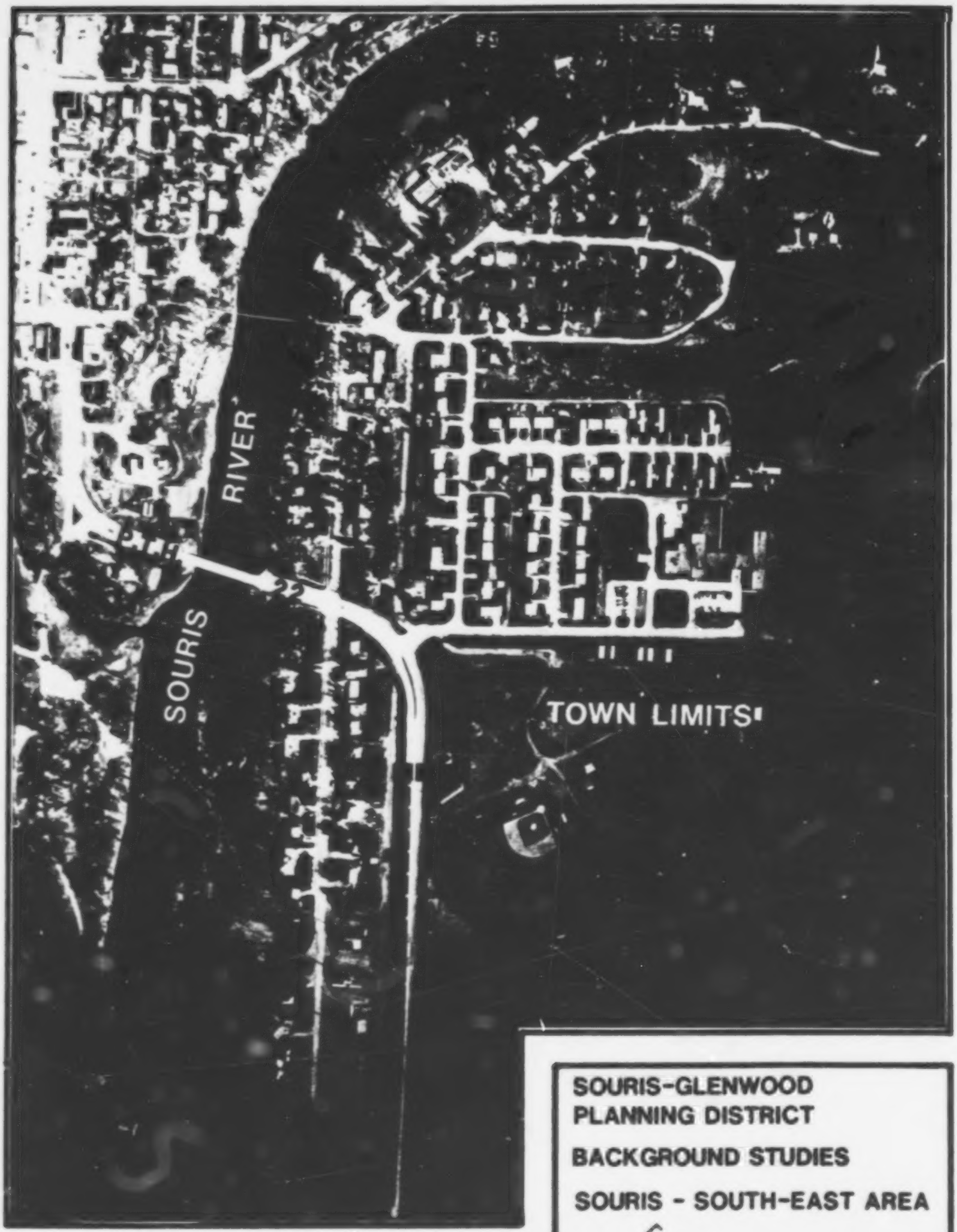
SOURIS - CENTRAL AREA & NORTH-WEST AREA

SCALE = 1:5000

Manitoba
Municipal Affairs
Municipal Planning

DATE. Apr. /85

MAP 7


SOURIS
RIVER
TOWN LIMITS

SOURIS-GLENWOOD
PLANNING DISTRICT

BACKGROUND STUDIES

SOURIS - SOUTH-EAST AREA

SCALE = 1:5000

Manitoba
Municipal Affairs
Municipal Planning

DATE. Apr. /85

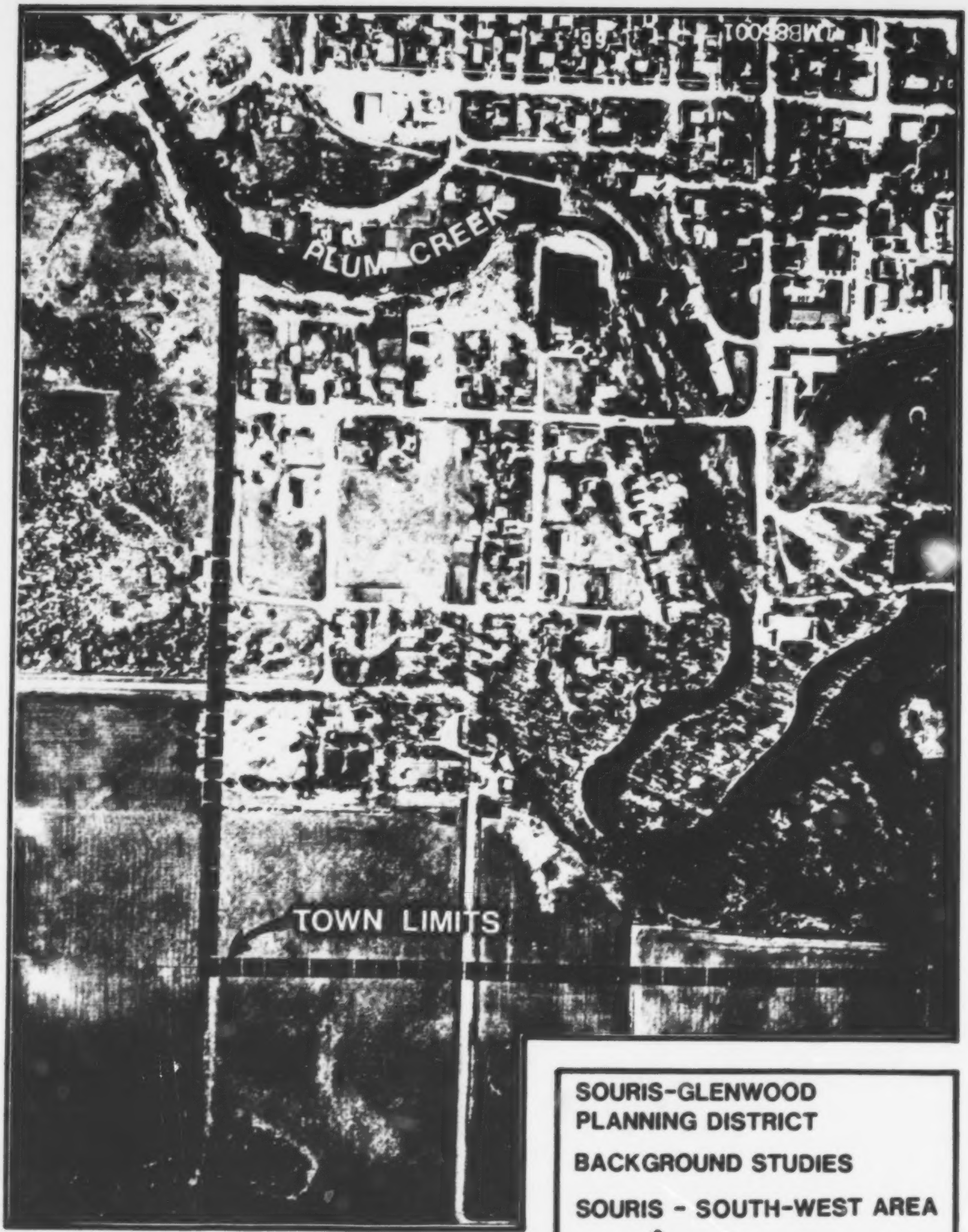
MAP 8

is located in the north-eastern corner of the community. This situation is somewhat improved by the location of the "swinging bridge", which reduces the pedestrian travel distance to the school.

There is not much opportunity for replacement of homes in this area, due to the relative newness of most of the existing housing. Further development of the area is somewhat constrained by the floodplain of the Souris River as well as the configuration of the Town boundary and the agricultural society grounds. There may be an opportunity for the development of an additional 10 to 15 houses along the northern fringe of the agricultural society grounds, particularly if services to the hospital (along Struggle Avenue) are upgraded in accordance with the recommendations of the engineering consultant's report. Any such development would, of course, require negotiations with the management of the agricultural society. Beyond this, any major expansion of this area would have to occur south of the agricultural grounds. The area east of the hospital is not considered to be suitable for further development, due to the presence of an aggregate deposit which will be required for future construction purposes (as indicated in Section C of PART III).

(iv) The south-west area, as illustrated on MAP 9, is emerging as a popular residential area containing approximately 40 homes on large lots, many with frontages of 100 ft. or more. Most of the homes in this area are clustered along the bank of Plum Creek, but newer housing is locating farther away from the creek. This area is conveniently located to the downtown area, but is somewhat remote from the school complex, which would be a concern for families with young children. Due to the amenity of the creek, this area is considered to be quite attractive for future development. The prospects for new development in this area are good in terms of the availability of vacant land, much of which is owned by the Town of Souris. However, significant capital improvements would be required in order to properly service the area, as outlined in the engineering consultant's report and in Section C of this PART. Conventional sewer and water systems would be required, in addition to a new bridge over Plum Creek. This area could conceivably accommodate an additional 100 homes within the existing town limits.

The variability in lot sizes and densities in Souris is largely attributable to 2 factors. The more compact development in the central area is based on the original settlement pattern, when many people wanted to be within reasonable walking distance of all of the community's facilities. The larger lots in the outlying areas reflect the postwar popularity of "ranch style" housing, often with an attached garage, which typically requires 60 to 70 feet of lot width to accommodate the building. With the increasing popularity of automobile transportation, a location close to the centre of the community is not considered to be as important as in the past. In some instances, the large lots are necessary for private wells and sewage disposal systems (especially in those portions of the community which are not connected to the waterworks systems).


PLUM CREEK
TOWN LIMITS

SOURIS-GLENWOOD
PLANNING DISTRICT

BACKGROUND STUDIES

SOURIS - SOUTH-WEST AREA

SCALE = 1:5000

Manitoba
Municipal Affairs
Municipal Planning

DATE. Apr. /85

MAP 9

(c) Vacancy Rate and General Condition

Based on a survey during the summer of 1987, the current residential vacancy rate in Souris is estimated to be less than 4 percent. While this number may seem a little high, it must be pointed out that some of the houses in this category require major renovations and may even be beyond reasonable repair. This also reflects a high vacancy rate as a result of recent completion of a number of suites in the the community with a number of people moving out of their homes and into the suites. In considering the total number of senior citizens living in Souris and the total number of suites and personal care facilities available, it is estimated that approximately 2/3 of the present senior citizens (approximately 300) are presently living in single-family homes. This would suggest that approximately 150 to 200 homes in the community (approximately 1/4 to 1/3 of the total houses) are presently occupied by senior citizens. This is housing which will inevitably become vacant during the next 10 to 20 years as the occupants become older and move to suites or personal care facilities. This will tend to dampen the pace of new housing construction.

According to the 1981 census, approximately half of the homes in Souris were constructed prior to 1946. While there is a significant number of older homes in Souris, many of these are in very good condition and have been upgraded in recent years. However, approximately 5 percent of the existing homes would appear to be in poor condition, and might be removed by the owners during the coming years.

(d) Rate of Construction

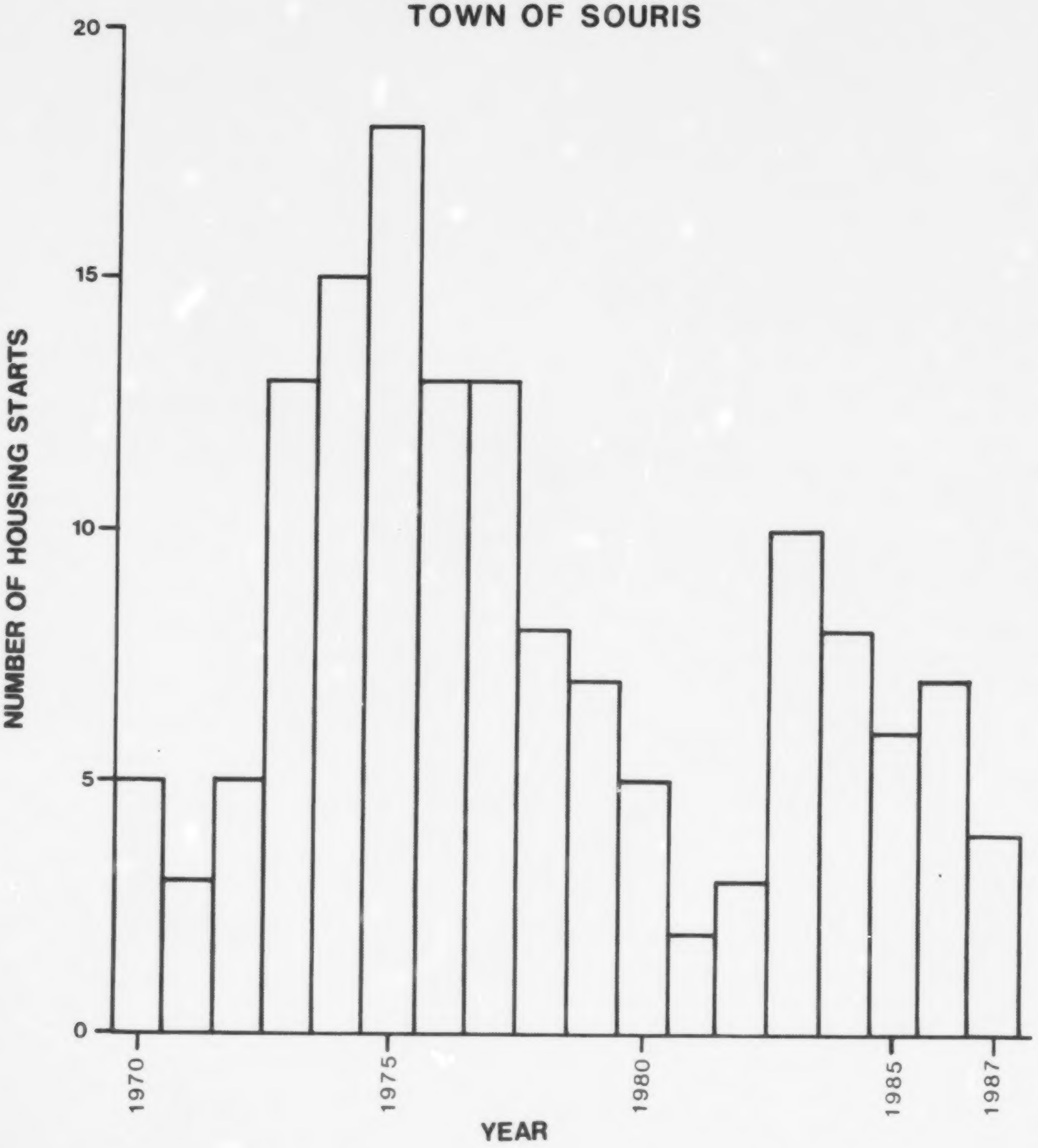
The rate of new single-family housing construction is illustrated on FIGURE 6. This shows significant fluctuations, with a peak of 17 new homes in 1975, and a low of 2 new houses in 1981 (a time of economic recession and high interest rates). During the 1970's, the average rate of construction was 9.2 homes per year. This rate of construction has declined to an average 5.4 homes per year in the 1980's. Since 1971, 132 new homes have been constructed in Souris. The Town's building records also indicate that at least 40 homes were demolished during this same period, which suggests that approximately 30 percent of the new housing consisted of replacements for older housing. If recent rates of construction prevail, there will be 55 new homes constructed in Souris over the next 10 year period, and 135 new homes constructed over the next 25 year period, with approximately 1/3 occurring as infill or replacement housing. This suggests a maximum of 40 additional serviced lots over the next 10 years, and 100 serviced lots over the next 25 years. Given the relatively high proportion of houses presently occupied by senior citizens, it would seem that the demand for new lots would be significantly lower than these projections.

(e) Mobile Homes

During the 1960's and 1970's, there was a general surge in mobile home ownership, as they provided an alternative form of inexpensive housing for young families. However, the increasing trend of mobile home ownership seems to have levelled off during the 1980's, and there does not presently appear to be much demand for mobile homes. Several mobile homes are found in the Souris area. Twelve lots in the vicinity of the new hospital are developed as mobile home sites. A mobile home park containing 11 mobile homes is located east of P.R. No. 250, immediately north of the Town

Figure 6

ANNUAL HOUSING STARTS
TOWN OF SOURIS



boundary. Several mobile homes are also found in the midst of conventional residential areas in Town. As there are very few vacant mobile home lots in Souris, it may be desirable to designate another small area for future mobile home development in the future, should the need arise.

(f) Multiple-Family Housing

There are 8 duplexes and several fourplexes dispersed throughout the community. Some of these are found within large older homes which have been internally divided to provide accommodation for several families. There are also several apartment complexes within the community, with 20 units in the former hospital building east of the river, and 22 units adjacent to the arena in the centre of Town. It has been indicated that the condition of the former hospital building is deteriorating, and that this is reflected in a relatively high vacancy rate for this structure.

In terms of specialized housing, there are two large building complexes at the western end of Crescent Avenue, adjacent to the downtown area. Crescent Manor contains 15 bachelor suites and 45 "doubles" suites, and presently houses approximately 70 people. Victoria Park Lodge contains 10 self-supporting suites and 20 low-level personal care suites for senior citizens. The administrators of these facilities have indicated that they are adequate in terms of meeting the present demand. Although there is a waiting list for Crescent Manor, it has been indicated that this is a long-term waiting list (e.g. people who are not interested in moving into this complex immediately, but are making arrangements for several years in the future).

One concern associated with some of the multiple-family structures in Souris is the manner in which parking has been provided. In some instances, "front yard" parking has been provided, which results in a cluttered appearance in front of the building, and a general lack of front yard landscaping (such as lawns, shrubs, etc.). Although such situations are difficult to remedy, they should be avoided in the future in new housing projects.

(g) Home Occupations

In communities such as Souris, it is common to find that some commercial or service oriented businesses are being conducted out of homes in residential areas. Often, these small scale operations provide a needed service in the community and enable fledgling enterprises to grow and to become established. However, they may be counter-productive to efforts to sustain and strengthen the downtown area, and may cause some inequities in the local taxation system. Some home occupations may also result in local neighbourhood problems, such as increased parking and traffic problems, noise, or unsightly appearance of property. This may be a cause of friction among neighbours, and may result in complaints about reduced property values. Also, such operations may expand to the point where they would no longer be considered desirable in a residential area. Although home occupations are not considered to be a major problem in Souris, the local authorities may wish to consider adopting policy guidelines with regard to the type and scale of home occupations in residential areas.

(g) Implications for Future Residential Development

(i) If recent rates of construction prevail, there will be a maximum demand for 40 new serviced lots over the next 10 years and 100 lots over the next 25 years. This demand will be modified, however, by the anticipated vacancy rate resulting from senior citizens moving out of their existing homes.

(ii) There is a need to identify an area for long-term residential development, and to prepare a long-term capital works program for the phased servicing of this area.

(iii) An area for future mobile home development should also be identified, in order to accommodate any additional mobile homes that may be moved into the community.

3. COMMERCIAL DEVELOPMENT

(a) General Considerations

Souris is considered to be the service centre for the surrounding farming area in the R.M. of Glenwood, as well as portions of adjacent rural municipalities. One of the most important components of the community is the commercial sector. In addition to providing goods and services to local farm families and residents of the town, the commercial sector also serves as a focus for social activity, employs a substantial number of people, and generates a significant amount of tax revenue.

Two types of commercial development are found in communities such as Souris - the traditional downtown area, and the more recent phenomenon of highway commercial development. The downtown area is the traditional heart of the community, and contains the highest concentration of commercial activity. Commercial establishments in the downtown area provide a wide range of goods and services. Traditionally, such establishments have been oriented to service pedestrian traffic. Individual buildings abut each other, and are adjacent to the public sidewalk. In some other communities, this high density of commercial development has contributed to significant losses during a fire, as the fire tends to spread from building to building. However, with modern building code requirements, the provisions for firewall construction reduce the chances of this type of event occurring. Most parking in downtown areas is accommodated along public streets and the merchants do not generally provide any on-site parking facilities for customers.

Highway commercial developments, on the other hand, are designed to serve customers travelling in automobiles. There are two basic components of highway commercial development:

(i) Establishments which provide on-site parking and/or service for customers or customer vehicles (such as service stations, drive-in restaurants, and motels).

(ii) Establishments which require large areas for the purposes of exterior display of merchandise, such as automobile and farm implement dealerships.

Considering these requirements for exposure to potential customers, large site areas, and convenient access, the most desirable locations for this type of development are large sites adjacent to major streets.

A third type of commercial development, the shopping plaza or shopping mall, is a relatively new form of commercial development. These types of development are viewed as desirable complements to the downtown areas in large metropolitan areas. However, there have been recent tendencies to develop these kinds of facilities in smaller communities. Usually, the proponents of this type of development select a large inexpensive site on the periphery of the community. This presents a number of problems in smaller communities.

- The market is relatively small and insufficient to support both the shopping mall and the established central business district.
- This leads to vacant buildings and underutilized or abandoned land in the central business district.
- Shopping malls represent a system of total management and control of the shopping environment. Mall management usually controls factors such as hours of business, rent structure, and selection of tenants.

On the other hand, a shopping plaza or shopping mall, if properly planned and integrated into the existing central business district, can enhance the downtown area. The local authorities may wish to consider some guidelines concerning the future location of any developments of this nature.

(b) The Central Business District in Souris

In Souris, the downtown area is basically an "L" shaped area along two streets - Crescent Avenue and First Street South as shown on MAP 6 . This area contains a fine collection of turn-of-the-century brick buildings which display a fine level of craftsmanship. As previously indicated, Crescent Avenue is an extraordinarily attractive area, with a fine vista across Victoria Park and Plum Creek. Over the years, the commercial area has extended northerly along First Street. This newer commercial development is not as tightly clustered as the original commercial pattern. A furniture store and a small cluster of government buildings (post office and municipal office building) have also occurred along Second Street South. Most of the parking in the downtown area is accommodated along the existing streets. A large public parking lot has also been provided along Fifth Avenue, to the rear of the existing commercial area, which provides a significant overflow parking capacity. The parking situation in downtown Souris is therefore considered to be adequate.

(c) Highway Commercial Development in Souris

In terms of highway commercial development Souris, most of this type of development has occurred along First Avenue (P.T.H. No.2), which is the most frequently travelled highway through the community. The existing development consists of several service stations and automobile dealerships, along with a farm implement dealership, a convenience store and a specialty shop (the Rock Shop). A motel is also located along First Street South. These developments are not clustered in any particular area - rather, they occur randomly along the highway through the community.

(d) Implications for Future Commercial Development

(i) Given the present modest rate of growth in Souris, and the close proximity of regional commercial facilities in Brandon, the present commercial facilities in Souris will generally be adequate to meet the needs of the area for the foreseeable future. This is not to suggest that the present business activity will remain static. Changes in ownership, rebuilding, and even modest expansion of businesses might be expected.

(ii) Souris is the largest community in Manitoba located along P.T.H. No. 2 (outside of Winnipeg). Its strategic location at the approximate midpoint between Weyburn and Winnipeg offers some possibilities for tourist-related commercial development along P.T.H. No. 2.

(iii) There are several opportunities for new commercial development in the downtown area. Perhaps the most desirable location for development would be along First Street, either in the form of replacement of existing homes or older commercial buildings. An area of vacant land along Fifth Avenue might also be considered for future commercial development, but it may not be as attractive, given the lower traffic flow and lower exposure.

(iv) There are several vacant parcels in the western portion of the community which would appear to be available for highway commercial development. The replacement of existing housing along the highway by new commercial development does not seem as likely, due to the large site requirements for highway commercial development (as described above).

INDUSTRIAL DEVELOPMENT

(a) General Considerations

Industrial developments are commonly considered to be those types of development which involve a manufacturing or processing operation. In community planning and zoning, a much broader view is taken. A wide number of businesses that do not involve manufacturing processes are classified as industrial. In large part, this classification is based on a number of factors which are characteristic of these businesses - factors such as visual appearance, and the amount of noise, dust, smoke, odour, vibration, or truck traffic generated on the premises. It is also for these reasons that industrial development is generally considered to be incompatible with other types of development, particularly residential development.

Most of the rural communities in Manitoba contain the following types of business which are classified as being industrial for the purposes of community planning.

- operations involving the processing, storage and/or shipment of agricultural produce.
- operations involving the storage and sales of commodities such as bulk fuels and fertilizers.

- construction and contractors' establishments.
- trucking terminals and public works compounds.
- autobody repair and automobile wrecking establishments.

Industries such as these are directly related to the service area of the community. In addition, some communities contain industries which involve specialized manufacturing operations, such as the production of specialized building components (e.g. Dring Canada Ltd. in Boissevain) or the manufacture of specialized plastic products (such as Glenwood Plastics in Souris and Tupperware in Morden). The products of these industries are usually aimed at a much larger market area than the local community.

These types of industrial development will have varying effects on the surrounding area. Therefore, it is common practice to classify these types of development into 2 or more groups, such as light industrial (which refers to those types of development which are relatively inoffensive) and heavy industrial (which contains industrial developments which are considered to be more incompatible). Most of the establishments described above would be considered as heavy industrial. Light industrial developments would typically consist of small contractors' establishments and storage buildings for non-hazardous goods, such as building supplies.

(b) Industrial Development Trends

A noticeable trend that has been occurring in Manitoba is industrial decentralization. Traditionally, most forms of industrial development have tended to locate within existing communities. However, in recent years, these industries have attempted to expand, but have have been limited by the amount of available land and the type of adjacent development. This has resulted in the relocation of industrial development outside the traditional boundaries of urban areas. As older industrial buildings such as grain elevators and bulk fuel operations have been rebuilt, they have tended to relocate to more spacious surroundings remote from populated urban areas. The desire for larger parcels of land is prompted by the need to accommodate larger trucks, as well as the need to accommodate a larger complex of buildings (e.g. warehouses, storage tanks, garages, office buildings, etc.). From the point of view of the industries concerned, there are certain advantages in relocating outside the community.

However, there are also several disadvantages. In moving to an area outside of the community these industries usually move beyond the range of the community's protective services (particularly fire fighting). From the community's perspective, the movement of industrial developments from the urban area to the rural area also represents a significant movement of tax revenue from the urban area to the rural area. The loss of tax revenue to the urban municipality is of significant concern, as the urban area traditionally has to provide a wider range of public services, which are supported by property taxes. The relocation of industrial developments to a rural area can also result in resource concerns, such as loss of valuable farmland, and pollution concerns adjacent to waterways.

(c) Existing Industrial Development in Souris

The various industrial developments in the Town of Souris are scattered at a number of locations within the community. Several heavy industrial developments, including the Manitoba Pool Elevator, and several fertilizer establishments are clustered adjacent to the railway in the north-eastern portion of the community. The Town of Souris garage is also located in this area. An older elevator complex, owned by United Grain Growers and an old brick warehouse are located adjacent to Plum Creek, at the west end of Crescent Avenue (a remnant of the days of the water powered grist mill adjacent to the creek). The Superior Cheese plant is located at the edge of a residential area along the western portion of Fourth Avenue. Glenwood Plastics, and Souris Redi-Mix Concrete are located in the north-western portion of the community. The Co-op Lumber Yard and several contractors are located adjacent to P.T.H. No. 2 on the western approach to the community. At the eastern entrance to the community, the R.M. of Glenwood municipal garage, the Souris Valley School Division School Bus compound, the Manitoba Hydro compound and the Shell Oil bulk fuel tanks are located adjacent to P.T.H. No. 2. Several small industrial storage sheds are located adjacent to P.T.H. No. 22 at the southern entrance to the community.

One matter of particular concern is an existing anhydrous ammonia storage tank located along the northern boundary of Souris, immediately east of First Street (P.R. No. 250). Although this tank is located in an industrial area, it is still considered to be undesirably close to and upwind of residential areas. Provincial environment authorities generally recommend a separation distance of at least 1/2 mile between an anhydrous storage facility and a settled area. It would be desirable to encourage relocation of this facility to a more remote area.

(d) Supply of Industrial Land

There is a very limited amount of land within the Town which is ideally suited for industrial development at the present time. Perhaps the area north-west of the railway is the most suitable area, given its relative isolation and its proximity to railway and highway transportation facilities. However, most of this area is presently unserviced by sewer and water systems, and there are several residences scattered in the area, which tends to diminish the appeal of this area for industrial development. The vacant portion of the station grounds on the south side of the railway may be suitable for some forms of light industrial development, which could be serviced and could also be reasonably compatible with some of the nearby residential areas.

(e) Implications For Future Industrial Development

(i) Given the present economic conditions, the most promising area for industrial growth would be the expansion of existing industrial operations. Wherever possible, provisions should be made which would accommodate any such expansion, particularly where there is a significant capital investment in the existing facility (such as Superior Cheese Company).

(ii) Perhaps the best opportunity for new industrial development would be to encourage the efforts of local tradespersons and businessmen to establish new and viable industries. This may be more successful than encouraging outside interests to develop an industry in Souris.

(iii) One of the objectives of community planning is to promote the attractive development of the community. One of the methods of achieving this is to minimize the amount of unattractive industrial development within visually prominent areas of the community, such as the downtown area and the major entrances to the community. As a long-term planning strategy, some consideration should be given to providing a suitable alternate area for industrial development, and to encourage those industrial developments which are presently located in inappropriate areas to relocate.

(iv) Some forms of industrial development pose significant environmental risks, in terms of the potential for chemical spills, explosion, or fire. For these reasons, it is important to provide an adequate separation between certain types of industrial development and other developments. It is also desirable to separate these areas from surface water areas (as well as groundwater areas) which are used as a source of domestic water supply. These considerations should be included in the future planning program for the Souris-Glenwood Planning District.

(v) In order to best accommodate any future prospects for industrial development, it would be desirable to designate a suitable area in the community for future industrial development. This would enable this area to remain clear of incompatible development (such as housing) which may at some future time hinder the development of future industry in the area.

(vi) In considering areas for future industrial development, matters such as truck routes, access and infrastructure (sewer and water) should be considered, as well as separation or buffering from adjacent development.

(vii) In recent years, a wide range of chemicals has been developed for agricultural use. Some of these chemicals, such as anhydrous ammonia, are extremely hazardous. The community's future planning program should pay particular attention to establishments involved with these types of chemicals. It would be desirable to establish appropriate separation distances between these types of development from settled areas.

5. INSTITUTIONS AND COMMUNITY FACILITIES

The presence of various institutions and public facilities has been a major influence on the quality of life within the community. The presence of such facilities not only improves the quality of life for local residents, but also represents important assets which might entice new development to the community.

(a) School

The school complex is the educational centre and an important social focus for the young people of Souris and the surrounding area. The existing school accommodates all levels of education in Souris, from Kindergarten to Grade 12. The existing school structure contains 38 classrooms as well as a number of ancillary facilities (gymnasium, shop, etc.). This building is of postwar construction, and is considered to be adequate in terms of its condition and capacity to meet the needs of the foreseeable future. The school property, consisting of approximately 20 acres of land, is also considered to be sufficient to meet future needs.

(b) Health Care

The Souris Hospital and personal care home occupy 5.4 acres of land in the south-eastern portion of the community. This complex contains 30 acute care beds and 34 personal care beds. The entire complex is of fairly recent construction, and according to the administrator, is considered to be of adequate capacity to meet the anticipated needs of the foreseeable future.

(c) Churches

At the present time there are 6 churches in the community, which accommodate most of the common religious denominations. Most of these churches are older attractive brick buildings located in the central portion of the community. Most of these buildings are older turn-of-the-century buildings which may require renovations or replacement in the coming years. It is possible that funding under a heritage program could be used for this purpose.

(d) Civic Buildings

A community hall was recently constructed in the vicinity of the downtown area. This is an excellent facility which is capable of accommodating approximately 500 persons. The municipal building located near the southern end of Second Street contains the offices of the Town of Souris, the R.M. of Glenwood, the Souris Valley School Division and the Municipal Assessment Branch of the provincial Department of Municipal Affairs. This building is less than 30 years old, and is considered to be adequate to meet future needs.

(e) Implications For Future Development

The various institutions and community facilities are considered, on the whole, to be in very good condition, and adequate for the foreseeable future. It is important, however, to reserve sufficient areas of land for future expansion of these facilities should such expansion be needed in the future.

6. PARKS AND RECREATION

The Town of Souris has broad array of parks and recreation facilities. Victoria Park, located on the north bank of Plum Creek, is a superb park which contains a camping area, outdoor swimming pool, and bird sanctuary. This park provides a very pleasant recreational environment for residents and visitors to the community. The Souris golf course is located along the banks of Elgin Creek, approximately 1/2 mile south of Souris. Baseball diamonds are located in the agricultural grounds in the south-eastern corner of Town, and other outdoor playing fields are located at the school in the north-eastern corner of Town. In summary, there is a good array of outdoor open space and recreational areas which are reasonably well distributed throughout the community. In comparison with other communities, Souris has a generous amount of open space and parkland, particularly in Victoria Park. If any further park and outdoor recreational development is considered, it should be developed as part of the Souris River - Plum Creek "corridor" through the community.

The Souris arena and curling rink are located in an older wooden building in the central portion of the community. At the present time, there are discussions aimed at replacing these structures in the future. In order to keep such facilities within convenient walking distance of a majority of the population (which is particularly important during winter months), it would be desirable to rebuild these facilities in the same general area where they are located at present.

7. HERITAGE RESOURCES

Much of the history of a community is embodied in its buildings and structures. Such buildings provide an expression of the cultural values of past and present residents of the community. Perhaps the most representative examples of this would be the collection of fine old churches in the Town of Souris, built in the classical style of turn-of-the-century church construction. Other examples of the community's rich architectural heritage would include:

(a) the collection of turn-of-the-century brick buildings clustered in the downtown area,

(b) the brick railway station located in the northern portion of the community, and

(c) a number of older stone and brick homes within the community and surrounding area (including the former Sowden residence which is currently used as the Town's museum).

These buildings exhibit fine detailing and craftsmanship, and reflect a sense of pride, not only in the building itself, but in the community as a whole. Such qualities are not usually apparent in modern buildings. Unfortunately, some of these buildings, such as the railway station, no longer serve their intended purpose, become vacant, and fall into a state of general disrepair. In other cases, the combination of time and climate have taken their toll on these older buildings.

There has been no formal study by the provincial Cultural Affairs and Historical Resources Branch to determine the existence of architectural or archaeological features of historic significance in the Souris-Glenwood Planning District. However, this branch encourages the adoption of policies and programs by local government to preserve heritage resources. The Heritage Resources Act, adopted in 1986, authorizes municipalities to take an active part in the preservation of heritage sites. Under this legislation, a municipality may pass a municipal heritage by-law. Such a by-law would establish a municipal heritage committee, composed of members of the local community, and would also provide for the designation of selected local buildings as municipal heritage sites. Designated buildings would be eligible for provincial grant assistance for any work intended to preserve and enhance its historic features. In view of the unusually high proportion of potential heritage buildings in Souris and the surrounding area, such a program could be given further consideration by local officials at some point in the future.

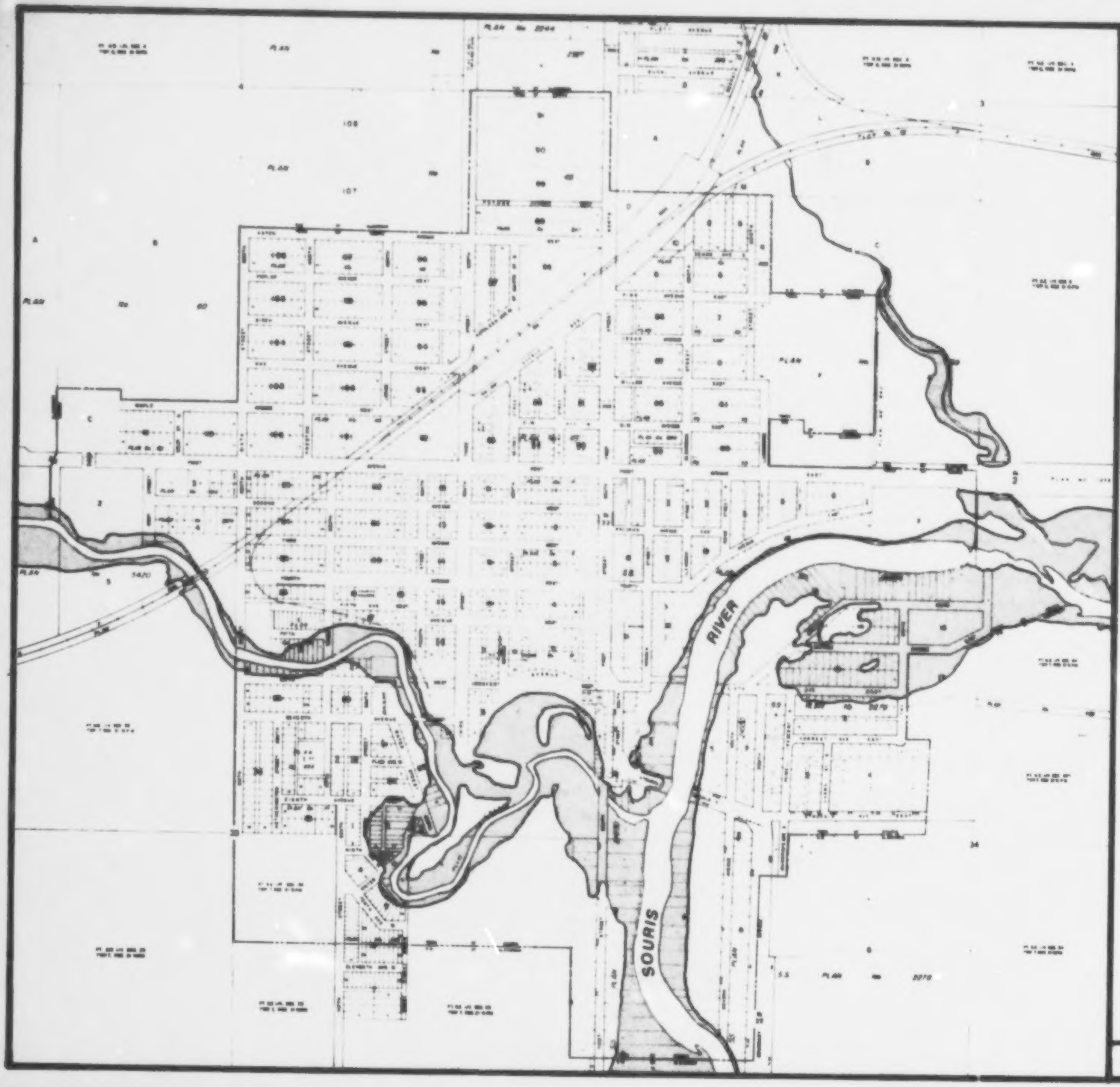
B. NATURAL CONSTRAINTS

1. SOURIS RIVER FLOODPLAIN

The Souris River and its tributaries are subject to flooding conditions, which usually occur in the spring during periods of rapid snow melt and runoff. The extent of the flooding varies from year to year, depending on the amount of accumulated snowfall during the preceding winter, and the temperature conditions during the spring months. Certain areas of Souris have experienced flooding over the years, with the last serious flood occurring in 1976.

Since the 1976 flood, the provisions of a federal-provincial agreement known as the flood damage reduction program have come into effect. Under this program, a number of communities in Manitoba have been studied in order to determine the location and extent of flooding. The designated flood risk area for Souris is shown on MAP 10. Much of the flood risk area is low-lying undeveloped land along the banks of the Souris River and Plum Creek. Although portions of Victoria Park are located within the flood risk area, park development is generally considered to be acceptable within flood prone areas, due to the absence of major buildings or structures. (The swimming pool is slightly higher than the designated flood level). Some of the other areas which are included in the designated flood area include an area in the vicinity of Sixth Avenue East and Dickson Drive (east of the old hospital building, and including the Town's sewage treatment plant), an area at the south end of Water Street and the water treatment plant.

Flooding is not considered to be an insurable risk by the insurance industry, as it is a risk which can be anticipated and avoided. The current policy of the provincial and federal governments is to refuse any funding for buildings that may be proposed within the designated flood risk area, and to refuse any future flood damage assistance to buildings which may be built in the designated flood risk area after the area has been identified. Buildings which previously existed in the designated area would still be eligible for flood assistance. Another objective of this program has been to provide assistance to various communities in undertaking flood protection measures. In communities in the Red River region, this has taken the form of assistance for improved ring dikes around the communities. In Souris, assistance has been granted for providing protective dikes around the community's water treatment plant, which is located within the designated flood risk area. Furthermore, under the provisions of this program, municipal governments are encouraged to take measures which would minimize the potential for property damage in designated flood risk areas, through appropriate zoning regulations.



SOURIS-GLENWOOD PLANNING DISTRICT

DEVELOPMENT PLAN

BACKGROUND STUDIES

Flood Risk Area

LEGEND.

▨ Designated Flood Risk Area, Based On 1976 Flood.

SOURCE.
Canada-Manitoba Food Damage
Reduction Program / 1980.

200 100 0 200
Scale In Feet

Manitoba
Municipal Affairs
Municipal Planning

Date. FEB 1989
Drawing No. 924 - 85 - 101 F

MAP 10

2. RIVERBANK STABILITY

One of the most visually attractive features of Souris is the diversity of terrain conditions within the community, particularly the areas in the vicinity of the river system. In some areas, the banks have moderate to gentle slopes, and in other areas the banks are quite steep. In particular, the area along the south side of Crescent Avenue and the north bank of Souris River downstream of the swinging bridge have very steep slopes, with heights up to 50 feet. In situations such as this, there is always a risk of slope failure, and general slumping of the bank. This represents a significant risk to any structures located along the top edge or at the bottom of the bank. The engineering consultant has reviewed this situation, and has indicated that:

> "A visual appraisal of the steeper banks indicates that there are sections that are almost vertical for heights of ten to fifteen feet, with no signs of slippage. Some of the steeper slopes 40 to 50 feet high show signs of surface unravelling, but with no obvious signs of major slope movement. The relatively constant water level maintained by the dam at the east end of Town probably contributes to the relatively stable condition of the banks. The slopes are subject to erosion due to surface runoff, and care should be taken to protect the slopes."

The engineering consultant has also recommended that "an engineering report should be required prior to any construction within 200 feet of the normal summer water level to show the effect, it any, of the construction on the stability of the river bank and on potential erosion of the bank and identify the steps being taken to minimize slope erosion." This is a provision which could be considered as part of the building permit requirements for appropriate locations in the community.

C. URBAN INFRASTRUCTURE

1. GENERAL CONSIDERATIONS

The transportation, utility and service networks provide a number of essential services in the Town of Souris. The system of hard surfaced streets provides vehicular access throughout the Town. The waterworks system provides a convenient source of safe drinking water for household and industrial use, as well as a readily available supply of water for fire fighting purposes. The sewage disposal facility effectively removes waste material from homes and businesses within the community, thereby preventing outbreaks of some infectious diseases. Hydro electricity provides energy not only for essential functions such as heat and light, but also to power a wide array of commercial and household devices. Telephone service enables the residents of the community to maintain social contact with a wide array of people. In short, the network of transportation, utilities and services is the basis for many aspects of modern life. These systems also represent a significant public investment in the community, not only in terms of capital cost (installation cost) but also in terms of annual operating and maintenance costs.

Some of the following technical information (particularly in terms of water supply and sewage disposal systems) is derived from a report prepared by the engineering consulting firm of A.J. Poetker and Associates in December of 1986.

2. TRANSPORTATION - PROVINCIAL HIGHWAYS

The provincial highway system forms the major crossroads within the Town of Souris. P.T.H. No. 2, the "Red Coat Trail", is a major highway which provides transportation linkage westerly from Souris through southern Saskatchewan, and easterly through southern Manitoba to Winnipeg. This east-west highway bisects the Town of Souris. The relatively high volume of traffic on this highway has raised a number of local concerns about safety, particularly for young school children who have to cross the highway to reach the school site at the north-eastern corner of Town. At the present time, the Department of Highways is considering the reconstruction of this highway through Souris. It is generally felt that improvements such as a four-lane system with a centre median, together with channelization for left turns at major intersections would improve the safety factors along this highway.

P.T.H. No. 22 and P.R. No. 250 form a north-south highway system through the middle of the community. This highway system links Souris to other communities in the region such as Elgin and Rivers, and also provides access to the community from the Trans Canada Highway, located 15 miles north of the Town. P.T.H. No. 22 is one of the major downtown shopping streets in Souris, and also features a bridge which links the urban areas on each side of the Souris River.

These highways are considered to be "designated roads" within the Town of Souris. The Department of Highways and Transportation is responsible for all construction and maintenance costs of these highways. The Town of Souris is responsible for regulating building setbacks and access connections to these highways.

3. TRANSPORTATION - TOWN STREETS

As previously indicated, most of the Town is laid out on the basis of gridiron plans, which were surveyed at various times prior to 1910. In the central portions of the community, most of the streets and lanes have been developed within the rights-of-way established by these old surveys. In the partially developed outlying north-western and south-western areas, the street system is only partially developed, with some of the rights-of-way being vacant land. There are approximately 14 miles of developed streets within the town of Souris, (including 2 miles of highway which are maintained by the Department of Highways). Approximately 2/3 of these streets have asphalt surfaces, with the remainder being gravel surfaced. Most of the gravel surface streets are located in the outlying south-western and north-western areas of the town. Approximately 4 miles of town streets are grant-in-aid streets which are eligible, in approved cases, for 50% cost sharing by the Department of Highways for construction costs. In addition, there are approximately 2 1/2 miles of rear lanes in Souris which provide secondary access to abutting properties.

The engineering consultant's report indicates that the condition of the streets is generally good, with only a few segments which are in poor condition. One of the major problems is presented by heavy truck traffic on streets in the vicinity of the grain elevators. Large grain trucks sometimes by-pass the main highway through the town, in order to avoid the relatively busy highway intersection. This results in a tendency for truck traffic to travel down residential streets, which are not designed to handle the heavy vehicular loads. The consultant has suggested that this could be improved by either closing a segment of Railway Avenue (immediately west of First Street) or by establishing a system of designated truck routes within the community (which would require some signage and enforcement). The system of designated truck routes may be a more acceptable alternative.

Bridges are considered to be strategic elements of any transportation system. If a bridge becomes obstructed or damaged, an area of the community becomes isolated. This is of particular concern for emergency vehicle access (fire fighting, police, ambulance). The Struggle Avenue bridge, which spans the Souris River, is a modern two-lane bridge which appears to be in very good condition. On the other hand, the Seventh Avenue bridge, which spans Plum Creek, is an old one-lane iron truss bridge which has a limited weight capacity. A cursory examination by the engineering consultant indicates that "the inevitable deterioration that has taken place, together with the limitations that have already been imposed by the bridge serve to give notice that some action should be considered in the near future." The Town of Souris has recently acquired several large steel beams in anticipation of either replacing or supplementing the existing bridge. A new bridge across Plum Creek should be built as a two-lane structure, with accommodation for pedestrians, in order to serve existing and anticipated development south-west of Plum Creek. The consultant's report indicates that the cost of replacing the existing bridge would range from $75,000 to $120,000, depending upon the type of structural system selected.

The street system is important not only for vehicular circulation, but it also provides a network of public land for various utilities and services (sewer, water, etc.). Although the traditional gridiron plan has served the community well, it is useful to consider several of its shortcomings in Souris:

(a) Small blocks - In the area between Second Street South and Fourth Street South, there are a number of very small blocks, surrounded on all sides by streets. Within this area, approximately half of the land is public land within the street rights-of-way, with the other half being in private lots. Such small blocks are very inefficient in terms of the use of land, which results in an excessive amount of land for public use, and in proportionately higher costs for services. In current planning practice, it is customary to provide longer blocks, and to strive for a ratio of 20 to 25 percent of land in street rights-of-way.

(b) Double frontage - There are several areas in Souris where "double frontage" situations occur. Double frontage refers to a situation where a row of lots is bordered along the front and back by streets. This is also a very inefficient system, as much of the land is in public rights-of-way. Also, sewer and water systems may be provided along both ends of the property. This is obviously twice as much street and services as is commonly needed, and results in extra construction and maintenance costs. The areas in Souris where the double frontage situation occurs are between Dickson Street and Powell Crescent and between Fourth and Fifth Avenue, west of Fourth Street.

These situations, are, of course, situations which have evolved over the years. Through the long-term redevelopment process of the community, it may be possible to modify these existing situations. More importantly, situations such as this should be recognized so that they are not repeated in other areas in future years.

4. WATER SUPPLY

The consultant's report provides a very detailed analysis of the Town's water supply system, and is briefly summarized as follows:

(a) Source - While there is an abundance of water in the Souris River, the consultant has identified some concerns with the existing quality of the river water. Furthermore, if the Garrison Diversion project proceeds, further deterioration of the river water is anticipated, which in turn will place a greater demand on the water treatment plant. The consultant has explored the feasibility of developing an alternate source of water supply from wells 8 miles north-west of town. The cost of developing such an alternate source would be approximately $900,000. In view of recent problems being experienced with water quality, a request has been made to the Manitoba Water Services Board for assistance in developing these wells as an alternate source of water supply for the Town of Souris.

(b) Treatment Plant - The plant has the capacity to meet the needs of a population of 2,350 persons, assuming a peak day consumption of 150 imperial gallons per person. While the plant is generally considered to be in very good condition, there are some concerns with control equipment. Existing control systems are considered to be somewhat obsolete and require upgrading to reduce the amount of manual operation and supervision. In addition, there is a problem with an accumulation of lime sludge in the river. The consultant has identified 2 solutions to this problem - one being the use of additional pumping equipment to disperse the sludge in the river (at an estimated cost of $30,000) and the alternate being the development of sludge drying beds on several acres of land (at an estimated cost of $100,000).

(c) Distribution System - The distribution system consists of the various piping systems within the community, along with attachments such as valves and hydrants. Most of the distribution system is quite old (installed in 1910) but is still in good condition. There are however, several deficiencies in the water distribution system, primarily with the respect to the ability to provide adequate water for fire fighting purposes. Some of these concerns are as follows:

(i) the area south-west of Plum Creek is serviced with only 3 inch plastic pipe, and does not have any fire hydrants.

(ii) there is a deficiency of hydrants in the general vicinity of the hospital.

(iii) other areas without hydrants include Fourth Avenue east of Irene Street, First Avenue east of Lansdowne Street, the north-west area north of First Avenue and the C.P.R. (except the plastics plant), Sixth Avenue east of Dickson Drive, and Dickson Drive east of the former hospital.

The consultant's report also indicates that the fire flow capacity of the Town's water distribution system is significantly inadequate in terms of the standards of the Fire Underwriters. However, this is typical of most rural communities. The consultant has identified a series of projects which would improve the fire flow capacity of the water distribution system. These projects would involve replacing segments of the existing water distribution system with larger pipe. Such projects would entail significant expenditures, and would require further study in terms of cost/benefit considerations.

5. SEWAGE DISPOSAL

The consultant's report also provides a very detailed analysis of the Town's sewage disposal system, and is briefly summarized as follows:

(a) Sewage collection - Most of the community is serviced by the municipal sewage collection system. The 2 major unserviced areas are located south-west of Plum Creek and north-west of the C.P.R. (north of First Avenue). The condition of the existing piping is generally very good, with very few problems. The piping system has significant spare capacity to accommodate additional loading as a result of new development.

(b) Sewage treatment - The consultant's report indicates that the treatment plant appears to be operating at or above the design capacity. The consultant has also indicated that the plant can be successfully operated at higher loading rates by closer monitoring and adjustment of the treatment process. As more operating experience is gained, it should be possible to optimize plant operation to handle present flows and to accommodate modest population growth (up to 20%). This would forestall the need for any major expansion of the treatment plant for a considerable period of time. In order minimize the loading of the sewage system, a program to eliminate stormwater from the sewage system is recommended. Minor improvements to the treatment plant would consist of the addition of a bar screen to filter debris in the incoming sewage, as well as some internal painting to protect metal components from corrosion. Long-term improvements would consist of an equalization basin to absorb the impact of peak flows, and an additional clarifier capacity to accommodate additional sludge conditioning capacity. It has been noted that the cheese plant produces an organic loading comparable to the total loading produced by residents of the community. Any significant industrial developments which produce organic wastewater would provide a significant additional burden on the treatment plant, and may trigger the need for major expansion of the treatment plant.

6. STORM WATER DRAINAGE

Most of Souris is drained by an open ditch system, with the ditches being located along the streets. This system consists of very shallow swales and culverts, and apparently works very well, due to favourable grades within the community, as well as porous subsoil conditions which absorb some of the surface runoff. There are also two storm sewer systems in the community. The main system starts south of the railway, extends southerly along Selkirk Street, then westerly along a segment of First Avenue West (P.T.H. No.2), then traverses the central portion of the community in a south-easterly direction (following streets and lanes), and eventually discharges into the Souris river near the end of Glenwood Street. This system collects much of the surface drainage within the central portion of the community. A second small system drains the area in the immediate vicinity of the school in an easterly direction to the creek east of town.

In addition to these storm sewer systems, there are several areas where catch basins are connected to the wastewater sewer system - along Crescent Avenue west of First Street and along Willow Avenue between First and Glenwood Streets. This results in the movement of storm water through the sewage treatment plant, thereby contributing to the loading problem at the treatment plant. The consultant has provided preliminary estimates for the costs of solving this problem. A short segment of storm sewer could be provided for the catch basins on Crescent Avenue, with a discharge to the south, at an estimated cost of $10,000. A storm sewer could be provided to connect the Willow Avenue catch basins to the existing storm sewer on Selkirk Street at an estimated cost of $25,000.

7. RAILWAYS

Detailed information concerning the railway system within the Souris-Glenwood Planning District is presented in Section E.4 of PART III of this report. The volume of railway traffic through Souris is typically 4 trains per day, with trains of approximately 100 cars in length. The railway crosses the town in a south-westerly to north-easterly direction, with a spur line along the north side of Plum creek to the grain elevator at the west end of Crescent Avenue. The main railway line through the community is an important part of the regional railway transportation system, and will not be removed in the foreseeable future. However, the grain elevator at the end of Crescent Avenue is an old structure, and it is conceivable that it may be removed before the turn of the century. It is quite unlikely that there would be any subsequent replacement of the grain elevator at this location, as grain companies tend to build larger elevator facilities on the periphery of a community or in the rural area.

Factors such as noise and vibration are inherent characteristics of railway operations, and tend to have an adverse affect on nearby properties. While certain types of industrial and commercial development are considered to be reasonably compatible with railway operations, it is considered undesirable to locate residential structures within close proximity to existing railway lines. It may therefore be possible to develop a portion of the existing station grounds for industrial purposes, but not for residential use.

The railway station is a classic example of turn-of-the-century railway architecture. Unfortunately, it has fallen into a state of general disrepair. Apparently, the station has been sold several years ago and is now used for industrial storage purposes.

C.P. Rail has indicated that the preferred location for any new industrial development requiring sidings, from a railway point of view, would be on the north side of the large siding area immediately east of the Town of Souris.

8. MANITOBA HYDRO AND MANITOBA TELEPHONE SYSTEM

Most of the existing hydro and telephone service within the community is provided by aerial wires mounted on timber poles. In future development areas, some consideration could be given to providing underground service, which would eliminate the need for unsightly utility poles with overhead wires. However, the current policy of these utility companies requires that land developers pay a monthly rental charge for buried service on vacant lots. This was instigated in order to ensure that the timing of residential development would be more closely coordinated with the installation of underground service (rather than preservicing a great number of lots which would not be developed in a short-term period). While this is an effective way of linking the provision of services to the pace of development in cities, it tends to discourage the use of underground service in smaller communities where the pace of development is much slower.

PART V

MUNICIPAL FINANCE

PART V

MUNICIPAL FINANCE

The intent of this PART is to provide a brief overview of the municipal financial situation. This will provide some understanding of the current nature of municipal finances, and any constraints that may affect the feasibility of future municipal projects. As the Town of Souris and the R.M. of Glenwood operate as separate municipal corporations, the financial information is therefore separate and distinct for each corporation. As well, each corporation has different spending priorities and programs - due to the unique nature of each corporation (e.g. one serving a compact urban area and the other serving a dispersed rural area).

1. ASSESSMENT BASE

The major source of municipal revenue is through property taxes. Through the assessment process, each property is assigned a value for taxation purposes. Typically, this value is significantly below the market value for property. However, the assessed value still provides a relative valuation of different properties for the purposes of taxation (e.g. the ratio of assessed value to market value is comparable for different properties). It should be noted at this point that the assessment process in the Province of Manitoba has been under review for a number of years, and some changes to the system of assessment may be anticipated in coming years.

Assessment base information for the Town of Souris and the R.M. of Glenwood, based on the most recently audited report for municipalities in Manitoba (1986), is shown on TABLE 9.

TABLE 9

ASSESSMENT CHARACTERISTICS

1986	TOWN OF SOURIS	R. M. OF GLENWOOD
Land Assessment	$1,053,670.	$4,312,660.
Building Assessment	$3,565,120.	$ 441,240.
Personal Property	$ 7,850.	-
Total Taxable Assessment	$4,626,640.	$4,753,900.
Business Assessment	$ 236,020.	$ 35,500.
Exempt Property Assessment	$1,530,640.	$1,413,000.
Equalized Assessment	$4,310,430.	$4,488,520.

Source: Department of Municipal Affairs Statistical Information

The total assessed value of property for the purposes of taxation (line 4 of the table) is approximately equal for the Town of Souris and the R.M. Glenwood. However, a higher proportion of the rural assessment is based on land (approximately 90 percent), whereas a higher proportion of the Town's assessment is based on buildings (approximately 77 percent). The major significance of the assessment values shown on the first 4 lines of the table is that when multiplied by the mill rate, the amount of tax revenue is determined.

Exempt property assessment refers to non-taxable properties, such as lands owned by institutions (churches, government, etc.). In the case of government property, the value of exempt property is used as a basis for calculating grants in lieu of taxes to the municipality. The equalized assessment is used as a basis for determining matters such as the municipal corporation's share of education costs and the annual borrowing limits of a municipal corporation.

2. OPERATING FUND REVENUES AND EXPENDITURES

Operating fund revenues and expenditures provide a general indication of a municipality's operational program as well as its fiscal program. The expenditures for each municipal corporation are illustrated on TABLES 10 and 11, along with a comparison with the average municipal expenditures within the province.

TABLE 10

TOWN OF SOURIS EXPENDITURES (1986)

	TOWN OF SOURIS			PROVINCIAL[1.] AVERAGES	
	Amount	(% of Total)	Ratio per $1,000. Taxable Assessment	(% of Total)	Ratio per $1,000. Taxable Assessment
Education	$ 443,950	(36.4)	$ 95.96	(37.3)	$ 97.04
Transportation	$ 163,993	(13.5)	$ 35.45	(12.6)	$ 32.64
Recreation	$ 138,914	(11.4)	$ 30.02	(6.9)	$ 18.07
Protection	$ 116,226	(9.5)	$ 25.12	(9.5)	$ 24.77
General Government	$ 126,992	(10.4)	$ 27.48	(9.2)	$ 23.96
Other[2.]	$ 228,190	(18.7)	$ 49.32	(24.5)	$ 63.85
TOTALS	$ 1,218,265	(100)	$263.35	(100)	$260.33

1. Provincial Averages means the average for all towns in Manitoba.

2. "Other" includes Environmental Health, Public Health, Social Welfare, Environmental Planning, Economic Development, Debt Charges, and Appropriations to Municipal Funds.

Source: Department of Municipal Affairs Statistical Information

The Town of Souris expenditures are broadly diversified, which reflects the broad range of services that the Town is required to provide to its residents. Education is by far the largest component of the Town's expenditures. (It should be noted that the education expenditures are determined by the Souris Valley School Board, with municipal corporation's function being merely to collect the required revenue). Secondary components in the Town's operating and fiscal program are transportation (street maintenance), recreation (arena, swimming pool, etc.), protection (police and fire fighting), and general government (operation of Council and the municipal office).

It is also interesting to note that the expenditures of the Town of Souris are remarkably close to the average of all towns in Manitoba (based on the amount of taxation per $1,000 of taxable assessment). In addition, the allocation of funds (in terms of percentages of the total budget) is very similar to expenditure patterns in other communities, with the exception of a higher percentage of expenditures for recreational purposes.

TABLE 11

R. M. OF GLENWOOD EXPENDITURES (1986)

	R.M. OF GLENWOOD			PROVINCIAL AVERAGES [1.]	
	Amount	(% of Total)	Ratio per $1,000. Taxable Assessment	(% of Total)	Ratio per $1,000. Taxable Assessment
Education	$ 467,313	(49.7)	$ 98.30	(50.0)	$ 86.66
Transportation	$ 293,730	(31.2)	$ 61.79	(23.6)	$ 40.82
Recreation	$ 21,109	(2.2)	$ 4.44	(1.6)	$ 2.83
Protection	$ 8,433	(0.9)	$ 1.77	(2.2)	$ 3.88
General Government	$ 81,175	(8.6)	$ 17.07	(9.6)	$ 16.53
Other[2.]	$ 68,495	(7.2)	$ 14.41	(13.0)	$ 22.47
TOTALS	$ 940,255	(100)	$197.78	(100)	$173.19

1. Provincial Averages means the average for all Rural Municipalities in Manitoba.

2. "Other" includes Environmental Health, Public Health, Social Welfare, Environmental Planning, Economic Development, Debt Charges, and Appropriations to Municipal Funds.

Source: Department of Municipal Affairs Statistical Information

The expenditure pattern for the R.M. of Glenwood is fairly typical of most rural municipalities, with the major components being education and transportation. The high proportion for transportation is a reflection of the extensive length of roads in the municipality, as well as costs of large maintenance equipment and the quantities of gravel required for maintenance. The 1986 figures suggest a significantly higher rate of expenditure for transportation than average. This likely includes additional funds allocated for the construction of a new municipal garage.

If one discounts this major difference in spending in the area of transportation, the other areas of municipal expenditure are generally consistent with the average for other rural municipalities throughout the province.

In 1986, approximately 80 percent of the R.M. of Glenwood revenues were generated through property taxes, with an additional 4 percent in grants from senior government. The remaining revenues were generated through a variety of sources, primarily the sale of goods and services. In 1986, approximately 76 percent of the Town of Souris revenues were raised through property taxes, and 11 percent through grants from senior governments. The remaining revenues were generated through items such as the sale of goods and services and return on investments. The grants from senior government are usually higher for towns than for rural municipalities for several reasons. Firstly, some grants are in lieu of property taxes for government owned land and buildings - and most government buildings are found in towns. Secondly, many government programs are based on per capita funding - and most towns usually have a higher population than surrounding rural municipalities.

3. RESERVE FUNDS AND CAPITAL DEBT

As of the end of 1986, the Town of Souris had total reserve funds in the amount of $186,939. Of this amount, $71,274 (38%) was for the purpose of utility replacement and $56,663 (30%) was for the purposes of machinery replacement, with the remainder being in either general reserves (12%) or for other purposes (19%). The Town also had a capital debt of $750,738 in 1986. The Town has carried considerable debt for the last 15 to 20 years, primarily as a result of major utility projects (construction of a sewage treatment plant and expansion of the water treatment plant). The maximum allowable capital debt for Souris, based on 30% of equalized assessment (as stipulated by the Municipal Board of Manitoba), is $1,293,000. The Town's debt is therefore at 58 percent of the maximum allowable debt, and the Town would be allowed to incur additional debt of approximately $500,000. As indicated in TABLE 12, the Town of Souris debt is comparable to some other communities in the region.

TABLE 12
CAPITAL DEBT COMPARISONS

COMMUNITY	POPULATION (1986)	TOTAL CAPITAL DEBT (1986)	DEBT PER CAPITA
Souris	1,751	$ 750,738	$429
Carberry	1,544	$ 80,884	$ 54
Boissevain	1,572	$ 221,565	$141
Melita	1,239	$ 563,425	$455
Virden	3,054	$1,371,795	$449
Rivers	1,157	$ 50,550	$ 44

The R.M. of Glenwood, on the other hand had no capital debt as of the end of 1986. The Municipality had total reserve funds of $180,126, with $82,659 (46%) being for machinery replacement, 40% in general reserve, and the remainder (14%) in other reserves.

4. IMPLICATIONS FOR THE FUTURE

The spending patterns of the Town of Souris and the R.M. of Glenwood are generally consistent with comparable municipal corporations within the Province of Manitoba. The significant capital debt of the Town of Souris will present some limitations to the Town in terms of any major capital expenditures that may be contemplated for projects such as utility upgrading and servicing of new development areas.

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